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PREPARATORY COMMITTEE FOR THE WORLD
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# OUTCOME OF THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT: DRAFT DECLARATION AND DRAFT PROGRAMME OF ACTION

Note by the Secretary-General

1. In accordance with General Assembly resolution 47/92, the World Summit for Social Development will be convened in Copenhagen from 6 to 12 March 1995.

2. The Assembly established a Preparatory Committee for the Summit, open to all States Members of the United Nations and members of the specialized agencies. At its first session, held in New York from 31 January to 11 February 1994, the Preparatory Committee requested the Secretary-General to prepare for its second session a draft on the expected outcome of the World Summit, consisting of a draft declaration and a draft programme of action. The Committee decided that the draft declaration should be in three parts and the draft programme of action in five parts, and that these two documents should be issued not later than 1 June 1994. The draft declaration and the draft programme of action are annexed to the present note.

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DRAFT DECLARATION

Meeting at Copenhagen at the end of a twentieth century marked by many atrocities and attacks on human life and dignity, and also marked by spectacular advances of the human mind in the scientific and technical area,

We, Heads of State and Government who have come from different regions of the world and represent peoples who are rich in their history and culture, and in their common humanity,

Affirm that social progress is built upon respect for the dignity of each person, development of the material and spiritual well-being of each community, and the solidarity which must bind groups and nations,

Proclaim that peace in the world, ~~collective~~ and individual security, and the protection of our environment will be the result of this global development of mankind based upon responsibility, liberty and solidarity,

Proclaim also that social progress is the supreme objective of the international community and of each of us and that, through the combined efforts of everyone, it can be achieved.

I

1. We observe that there are wide-ranging social problems in most contemporary societies:

Poverty and destitution still afflict a very large number of our fellow citizens; in some of our countries, a majority of the population has no access to the essential goods which make it possible to live a decent life; too many men and women, including some in prosperous countries and regions, have no hope for a better life, either for themselves or for their children;

An acute form of poverty, which causes suffering and sometimes leads to despair and alienation, is that experienced by many men and women who are unable to find work which would enable them to earn their livelihood and participate in the life of society; work is a fundamental aspect of the human condition; under-employment and unemployment destroy the balance of the individual, the family and society;

Social relations - the capacity of human beings to live harmoniously in society - are being undermined by a moral and intellectual crisis which is affecting contemporary cultures to varying degrees: racism, xenophobia, numerous forms of discrimination, and contempt for or rejection of others persist or are reappearing in many places; brutal or malicious violence too often characterize relations among individuals, groups and nations; it is sometimes glorified, instead of being denounced as threatening the very essence of our civilizations;

2. The moral fibre of contemporary societies is being eroded:

Ethical and spiritual emptiness is often offset by the pursuit of individual or national interest without regard for the needs of others and the common good; individuals, groups, communities and entire nations are left by the wayside in our common adventure, in the name of short-sighted economic rationality and the pursuit of progress viewed exclusively in material terms; the loss of a sense of cultural identity, the weakening of community spirit, the gulf which too many of our fellow citizens perceive between themselves and the political, economic and scientific institutions and authorities which, none the less, directly affect their lives, give rise to feelings of extreme insecurity; a culture of the present, based in part on the feeling that everything, including our planet, is precarious and fragile, pervades the thinking of the last decade of the twentieth century;

We fear that this social, cultural, and moral crisis which affects our countries in very different ways but to which no one is completely immune, may jeopardize democratic institutions and respect for the fundamental rights of the individual; the splintering of communities, the weakening of allegiances, insecurity and the fear of others and of the future engender authoritarian temptations and give rise to calls for solutions of withdrawal and rejection which seem attractive in their simplicity but which in reality tear apart our societies;

3. We also observe changes in the political, social, economic and scientific spheres which, whether positive or ambivalent, at all events have far-reaching effects on contemporary societies and serve as reference points for thought and action;

During the second half of this century, the world political scene has undergone spectacular upheavals as a result of decolonization and the changes in Central and Eastern Europe. Many peoples have gained control of their destiny. Sometimes at tragic cost, areas of autonomy and political responsibility have been opened out. We must work together to ensure that this freedom gives rise to a rebirth of ideals of social justice, equality before the law and access for all to the fruits of human activity; such rebirth is essential to the solution of the problems of our societies;

The elimination of apartheid and the birth, through dialogue and elections, of a new multiracial society in South Africa represent a triumph for mankind; we pay tribute to those who contributed to this work of social integration and hold up their courage and sense of responsibility as an example for future generations;

The slow but far-reaching transformation of the political, legal and cultural aspects of the situation of women in society is one of the most striking features of this twentieth century. All the legal and cultural obstacles to the fullest equality between women and men must be eliminated. This equality implies, for example, a more equitable division of duties, obligations and responsibilities in respect of daily tasks and the education of children; all too often women bear the main day-to-day burden

and have very little voice in the decisions made by communities and nations; the ethic of responsibility and solidarity which we believe necessary for the world implies equality and the full participation of women in public affairs; the future of our societies and social progress are linked with the situation of women in the world;

The relationship of man with his environment, whether natural or modified by human work, has also undergone far-reaching changes over the past few decades; some of our civilizations, which have perhaps become too predatory, are rediscovering the significance of respect for nature and for other living species; wastage of our resources, whether natural or man-made, is an offence against mankind and an unacceptable manner of mortgaging the future; efforts to promote lasting development are an integral part of the search for social progress;

The globalization of an increasing proportion of economic activities and transactions, and the growing role of decision-making centres, particularly in the financial area, which have a global field of action are phenomena of society which have mixed consequences for the living conditions of our fellow citizens and the development of our countries; today the dominant cultural model and the rationale used to determine the value of production and trading activities require forms of competition which value immediate profit and the rapid obsolescence of the products of human labour; other types of rationale existed in the past and are possible for the future; the search for pluralism is in the first place intellectual in nature; moreover, it is sometimes difficult for us to exercise fully our responsibilities as leaders charged with promoting the general good when centrifugal forces dominate the economic scene; neither political nor social elements can be subordinated to economic elements;

We wish to open out to social progress avenues where freedom of action and creativity do not become domination and victory over others; the spirit of competition must be guided by a concern to do good and regulated by the desire to serve the community;

There is also a globalization of communications, information and therefore some aspects of cultures and behaviours; opening up to others and sharing technology, knowledge, sports, games and art are marvellous sources of understanding and brotherhood; the dissemination of fear, passivity and violence, on the other hand, are a tremendous source of alienation and of individual and collective decadence;

We desire cultural diversity; uniformity is neither enriching, nor a source of tolerance and solidarity; we also desire cultural development through free artistic creation and access by the greatest possible number to the works of the past and present; the common and universal part of our cultures and modes of life cannot be restricted to the consumption of goods, images and sounds and cannot be governed by purely mercenary considerations. Television is a powerful factor of integration at the world level; the production and dissemination of images which have the power to reach all the households of the planet entail great responsibilities;

A similar ambivalence characterizes the development of science and technology; the desire and the need to know and understand and the capacity for invention are essential attributes of mankind; in reality education - learning and knowledge - is an end in itself which does not need to be justified by utilitarian considerations; the use of knowledge involves social responsibilities; the development of new technologies which eliminate jobs, accelerate the replacement of certain products and only enrich certain persons cannot be regarded as social progress; the same applies, in more forceful manner, to the future of mankind, when science is used to carry out genetic manipulations; it has long been stressed that science without a conscience can only be the ruin of the soul.

II

4. Observing these problems and these tendencies which are convulsing our world,

Aware of an increase in the dangers of all kinds which threaten mankind,

Aware also of the capacities for creativity and giving which are present in each human being,

Imbued with the scope of our responsibilities in the search for and achievement of the common good, at the level of our countries and at the level of the international community,

5. We proclaim that social progress is indeed possible,

That it entails solutions to the three fundamental problems for the development of mankind included in the agenda of this World Summit, namely, the elimination of destitution and the reduction of poverty, the possibility for each human being to carry out paid work, and the capacity of each society to integrate its members in a harmonious manner,

That it also entails a conviction and a desire to act shared by all leaders of political, civil, economic and religious institutions, and informed participation by all citizens,

That it entails, lastly, a renewal of the values which guide the thoughts and actions of human beings,

6. We ardently call for an intellectual, aesthetic and spiritual renewal,

Which would place the human person and his intrinsic dignity at the centre of analyses, policies and the exercise of power at all levels,

Which would give back meaning to our common future, on the basis of active respect for our fellow men and our planet,

Which would recognize solidarity, among individuals, peoples and nations, as a moral imperative and a source of mutual enrichment;

7. We affirm that it is necessary and possible to eliminate rapidly the extreme forms of poverty which afflict our societies,

Through greater international solidarity, including solidarity at the level of transfers of financial resources,

Through greater solidarity in each nation and each community, including solidarity in respect of taxes, services offered by the community and private initiatives,

Through the progressive achievement of fundamental human rights in the economic, social and cultural areas,

Through a refusal to believe that the poverty of a section of the human population in inevitable and part of the "natural order"; instead, we should proclaim that poverty is a scandal,

Through mobilization of the efforts of international and regional organizations;

8. We undertake, each in our own nation, to draw up a strategy and a specific timetable for eliminating extreme poverty;

9. We also affirm that it is necessary and possible to reduce relative poverty, defined in terms of comparison or threshold, and to reduce inequalities between groups and nations;

10. In many countries and regions, the standard of living of the entire population needs to be raised, and that goal cannot be accomplished without greater economic activity and increased production of goods and services; the richest countries together with the regional and international organizations should assist such regions in improving their level of economic development;

11. Overall, and in most of our societies, major progress has been made in this century towards achieving greater equality among individuals and within families and towards reducing differences between social classes; this evolution, which has been under way for a long time - although in recent decades it has been interrupted - must resume; equality is not a matter of course; it has to be willed and perceived as desirable and has to find its justification in the universality of human nature; under the democratic political systems that reflect the values we share, uniformity and mediocrity are not the real dangers; it is inequality that leads to conflict and waste;

12. In addition to fiscal, financial and economic policies based on equity, we wish to see public services available to all and public property accessible to all; it is of prime importance that policies and attitudes should be imbued with the moral and philosophical conviction that greater

equality benefits every individual and society; it goes without saying that the same holds true for equality between communities and nations;

13. Much can be done to reduce the risk that individuals and groups will become impoverished;

14. Unemployment and under-employment are the basic causes of poverty for individuals and families;

15. We proclaim the value of human work and our will to do everything in our power to ensure that every man and woman who so desires can have a job that provides him or her with an adequate living and a chance to be an active participant in society;

16. We are reminded that the right to work is set forth in the Universal Declaration of Human Rights and in the International Covenant on Economic, Social and Cultural Rights;

17. Work enables an individual to escape from poverty and is a condition for individuals to be integrated into their local community and their society;

18. It is imperative, when formulating social, economic and financial policies, that the central goal should be to create jobs and to reduce and prevent poverty;

19. This applies to investment, credit, taxation, the financing of systems of social protection, and also to land use planning;

20. It applies to national, regional and international strategies and policies and also to the actions of our partners in the dialogue and negotiation which must play a central role in economic and social life;

21. We, on our part, undertake to focus our policies on creating and maintaining good, remunerative jobs, the ultimate goal being full employment;

22. We call upon our partners and key players on the economic and social stage - companies, unions, financial institutions - and all those who have a political and administrative role to play in public affairs - legislators and elected representatives of regions, cities and rural communities - to help us in this effort, which is so essential to the well-being of the individual and the functioning of our societies;

23. We are asking in particular for the active support of those with capital to invest and those who have the power and opportunity to be entrepreneurs;

24. Entrepreneurs and enterprises create the wealth of nations; part of their function is to serve the public; part of their responsibility is to the common welfare;

25. It will be necessary for States, to begin with, and then for the various participants in civil society to invest a great deal of money, imagination and energy in approaches that will allow individuals and groups to become self-sufficient and to adapt to a changing economic environment;

26. We underscore the role of education, in terms of both quantity and quality; teachers, parents and all who serve as educators transmit knowledge, values and culture; those who teach freedom and responsibility also perform a service to every community and to humanity at large and contribute to the common welfare;

27. In most nations and regions, a vast amount of work is needed to make our world more habitable and friendly, more hospitable to economic activity and trade, while protecting and improving the environment; meanwhile, so much energy, talent and skill goes unutilized; let us no longer consider this imbalance inevitable;

28. We need to give new impetus and social and economic legitimacy to the idea of public works, whether on the scale of the local community, the nation or the planet; we call upon the competent national and international agencies to address themselves to the questions of financing and organizing such works for the benefit of mankind;

29. We believe that, while respecting the laws and regulations designed to protect individuals against exploitation of any kind, it is desirable to give all who so desire the chance to work for the well-being of their local communities; we need both to ensure the rights of workers and their participation in decision-making and to enrich the concept of human labour and community service;

30. Social integration is one of the key issues of our time. The future of humanity depends upon the ability of human beings to live harmoniously together. Economic development, improved living standards, greater political autonomy for communities and nations, the adoption of democratic forms of government - all such achievements will be built on sand unless the citizens of our planet are united in solidarity;

31. We wish to see solidarity, responsibility and freedom, the values that form the spiritual and moral foundation of our societies, become the central themes of social progress at the dawn of the twenty-first century;

32. We wish to see the younger generations espouse these values and find in them the dreams and ideals without which there can be no progress for the individual or society; we undertake to do everything in our power to see to it that the ideal is not lost as the young prepare to enter the job market; unemployment is unacceptable and tragic for all; it is particularly destructive, for both individuals and societies, when it affects the young;

33. Solidarity, responsibility and freedom are values and modes of behaviour that are learned through the cultural environment, example and individual effort; we would like to see this learning process fostered in all the institutions that connect the individual with his community and

society at large; the development of institutions and the ethos that determines how they function are key elements in social integration;

34. Social integration involves local communities, nations, regions and the entire international community; there is a continuum between the values that govern family and community relationships and those that govern relations and cooperation on the international level; social justice, equity and respect for the dignity of others are applicable both to the internal structure of our societies and to relations between our States; this ethical bond is especially important for creating solidarity between groups and nations, rich and poor, powerful and weak;

35. Social integration requires respect for diversity; groups and individuals of different ethnic origin, culture, language, religion and tradition should feel at home in a pluralistic and integrated society; laws, ethics, daily conduct in places of work and recreation and community projects can all be instruments for integration;

36. Social integration requires free will; it cannot be imposed by force; it cannot be maintained without respect for the fundamental civil and political rights of the individual; the right to differ is also a human right; our duty as those responsible for the political order and defenders of the public interest, is to ensure that this freedom is exercised responsibly with respect for the law;

37. Social integration requires multiple avenues of connection, multiple institutions, between the individual and the State, between the nation and the region, between the region and the international community; political parties, unions, professional organizations, associations of all kinds, clubs for cultural, sports or recreational pursuits, all the interlocking gears of the mechanism of civil society, can and should help to construct a network of solidarity and social integration that reaches further and further until it encompasses all of mankind;

38. We undertake to eliminate all the forms of discrimination that deface our societies;

39. We call upon all agents of development and social progress to root out all forms of intolerance and rejection of those who are different; we call upon them to help us build societies imbued with a greater sense of neighbourliness and mutual aid.

III

40. Social progress, the elimination of destitution, the prevention of poverty, the creation of remunerative and socially useful jobs, cohesion and social integration will therefore require:

- A renaissance of the spiritual and moral bases of our common future, centred on the values of responsibility, solidarity and freedom;

- A revival of the concept of service to others, to the community and to the whole of mankind;

- A new political philosophy of the relationships between the individual, the community and its various institutions, the State and the regional and international organizations;

- A very active role for Governments and for all the various representatives of the public interest at all decision-making levels;

- Highly diversified policies focused on a few essential goals, such as employment and the elimination of destitution;

- Mobilization of the necessary financial resources;

- Informed participation by the members of civil society and all persons of good will;

- Strong and consistent support from the organizations of the United Nations system;

41. These components make up a Charter of Social Progress, which we undertake to develop and promote;

42. We call upon all institutions and all our fellow citizens to make their contribution to an edifice for which we have merely laid the foundation; social progress by definition implies the participation of all;

43. In this spirit, with the ultimate aim of promoting the common welfare and ensuring the future of humanity, we adopt this Declaration and propose to all agents of social progress a Programme of Action for the coming years.

## DRAFT PROGRAMME OF ACTION

1. Individuals and societies with the fewest resources - the poor, the unemployed, the weak and the vulnerable - have the greatest difficulty in adjusting to an accelerated pace of social change. Women, because of their gender-ascribed and subordinate place in many societies, often face particular difficulties. It is unacceptable that those who are least able to adjust to change should bear the greatest burden of the economic and social transformation of our world. The poor, the unemployed and the marginalized represent a vast resource for development, and the cost of not utilizing this resource is great. To reduce social inequalities and to achieve sustainable development is a measure of our solidarity as individuals and as members of society and the international community.

2. The actions which are required to address the three core issues to be considered by the World Summit for Social Development and which are proposed in parts I-IV of this Programme must integrate social, economic, cultural and environmental concerns. Social considerations should be part of economic decision-making and on the agenda of all sectoral discussions. Social policies should similarly respond to economic objectives, and social programmes should contribute to useful structural changes and to overall development.

3. The World Summit for Social Development is not an isolated event. It builds on a series of global conferences, including (i) the World Conference on Education for All in 1990; (ii) the Second United Nations Conference on the Least Developed Countries in 1990; (iii) the World Summit for Children in 1990; (iv) the United Nations Conference on Environment and Development in 1992; (v) the World Conference on Human Rights in 1993; and (vi) the International Conference on Population and Development in 1994. The World Summit is also linked with the Fourth World Conference on Women, which is to be held later in 1995. It is also appropriate that the Summit comes in the midst of a series of awareness-raising efforts mandated by the General Assembly on matters closely linked to the subject-matter of the Summit: (a) the International Year for the World's Indigenous People, 1993; (b) the International Year of the Family, 1994; (c) the United Nations Year for Tolerance, 1995; and (d) the International Year for the Eradication of Poverty, 1996. The World Summit for Social Development brings together these many strands of policy development and awareness raising and provides an occasion, in this the year of the Fiftieth Anniversary of the United Nations, to provide a new expression of the determination of the peoples of the United Nations "To promote social progress and better standards of life in larger freedom".

4. There is general agreement that persistent widespread poverty as well as serious social and gender inequities have significant influences on, and are in turn influenced by, demographic parameters such as population growth, structure and distribution. When the United Nations was founded in 1945 there were about 2.3 billion people living on Earth. Now, as we gather at the World Summit for Social Development, there are estimated to be 5.8 billion. Each year over 90 million people are added to the world's population. The long-term projections by the United Nations indicate that by the year 2050 the world is likely to have 10 billion people. Unprecedented numbers of people will seek to move within or among countries to seek better opportunities. Rapid urbanization

trends will result in much of the added population living in and around large urban concentrations. The world is therefore presented with a challenge to ensure that current populations and the generations to come will have secure, productive, harmonious and dignified lives.

5. We have considered and agreed to concentrate our attention in the years ahead on the priorities enumerated below. Our particular domestic circumstances differ. The detailed measures to implement the objectives and priorities that follow will have to be fashioned according to the needs and capacity of our public and private institutions. Beyond this joint commitment to all our citizens to renew efforts for social progress within our own spheres of responsibility and within our means, we reaffirm the value, and indeed the growing importance, of international cooperation and mutual assistance. The means of implementing the actions proposed, including finance and institutional development, are enumerated in part V.

## I. AN ENABLING ENVIRONMENT

### A. A changing global situation

6. Each year, national economies become more interdependent. A number of companies operate and compete in global markets. The factors which shape or influence national economic and social trends and decisions are increasingly supranational. The capacity to make independent policy decisions and to regulate economies is being reduced.

7. Unequal access to resources, technology and knowledge has created unequal growth and led to increasing socio-economic inequality, both within and among nations. Because of dramatic changes in communications and rapid diffusion across the world of images and ideas, situations of deprivation and inequality are much less easily accepted or tolerated than they were a few decades ago. To develop the knowledge and attitudes enabling individuals and communities to master social change is a major challenge for all our societies. However successful we are, national Governments and the international system will continue in the years ahead to be confronted with socio-economic inequalities and to be responsible for the welfare of those who fall behind.

8. Our world has been transformed by the rapid development and spread of new technologies, communications and information. The past decade has witnessed a world-wide information revolution, similar in scope to the industrial revolution of the last century. New technologies have the potential to improve peoples' lives. Today, and in the years to come, full participation in social progress will depend on access to knowledge and information. The benefits to those countries - and within countries to those groups - which are technologically literate and know how to utilize information will grow, creating new relationships and new divisions within and among societies.

9. Technological change may contribute to worsening social conditions within nations and has made many problems international in scope. Threats to the natural environment, organized crime, drug trafficking and the spread of HIV/AIDS are beyond the capacity of individual Governments to resolve and

require joint responses. Consumption and production patterns are contributing to the unsustainable use of natural resources and to environmental degradation, while reinforcing social inequalities and poverty. This has a significant influence on demographic parameters. Consultation and cooperation among countries, both bilateral and multilateral, must be strengthened and improved in order to counteract these threats.

10. The mass movement of peoples, including migrants, asylum seekers and refugees, requires increased international cooperation, while a distinction should be made between economic migrants and refugees or internally displaced persons, often the movement of people is an indication of the failure of a society to offer them adequate personal security or acceptable standards of living. The desire of people to move in search of better lives should be acknowledged and their right to migrate should be protected while the need to migrate is reduced by ending forced displacement and promoting personal security and socio-economic development in all societies.

11. Interlinkages between social, economic and political factors make sustainable development in any one field dependent on similar developments in other fields.

Despite rapid change and increasing globalization, the institutions available to examine emerging issues remain highly sectoralized and the opportunity to consider the interface among the various issues is often lost. There is a need for appropriate forums and arrangements, both national and international, for this purpose. The agenda of the General Assembly should be structured and the interactions between institutions arranged to facilitate the systematic, integrated discussion of the implications of emerging global changes on human well-being and to set priorities and establish direction for national policies and international action in the direction of more sustainable and human-centred development for all nations.

## B. Creating a favourable international economic environment

12. An overall framework for furthering international economic cooperation for development is provided by various agreements: the Declaration on International Economic Cooperation, in particular the Revitalization of Economic Growth and Development of the Developing Countries; the International Development Strategy for the Fourth United Nations Development Decade; the United Nations New Agenda for the Development of Africa in the 1990s; the Programme of Action for the Least Developed Countries for the 1990s; the Cartagena Commitment; the Declaration on the Right to Development; the Rio Declaration on Environment and Development and Agenda 21. The Bretton Woods Institutions, along with their Interim and Development Committees, provide important mechanisms for fostering such cooperation.

13. Economic growth is essential but not sufficient to ensure social development, and strategies should focus on "societies" and not just "economies". To reduce and eliminate widespread poverty, to increase productive employment and reduce unemployment, and to enhance social integration requires

ensuring that economic growth integrates social considerations and that the international economic environment affords sufficient opportunity to foster global social development.

14. Addressing disparities among countries and forging genuine international economic cooperation and solidarity calls for multilateral commitment to improve and make more equitable the functioning of the international economy. It is important to consider the terms on which countries are integrated in the global economy and to ensure equality, fair play and social responsibility in international economic relations. International solidarity also requires Governments to consider the impact of their national decisions on the international economy. Few decisions are purely national today, and in managing their economies, Governments must consider the national interest in a broader context. Reducing unsustainable patterns of consumption and production, as well as the negative impacts of demographic factors on the environment, should be an objective if the needs of current generations are to be met without compromising the ability of future generations to meet their own needs.

15. Trade policies fundamentally affect the lives of people everywhere. Arrangements have recently been put in place to encourage international trade, including through the successful conclusion of the Uruguay Round and regional free trade arrangements. Regional arrangements must not divide the world into trading blocks, however, or discriminate against those countries left outside. They can be effective when they create, and do not merely divert, trade. In spite of the progress recorded in the Uruguay Round, not all countries will benefit equally from its provisions, particularly as there remains a problem with the continuation of trade barriers against the products of developing countries, especially agricultural products and labour-intensive manufactured goods. Hence, from the perspective of social development, the agenda for trade policy reform remains unfinished.

> The work programme of the World Trade Organization and the United Nations Conference on Trade and Development must include specific processes to reduce these trade barriers so as to widen options for developing countries, particularly the least developed among them, for export expansion, diversification and economic growth.

16. Reducing the burden of external debt and debt service is a problem which remains to be resolved satisfactorily. The rapid increase in the burden of debt service claims resources which might otherwise go to fund social programmes. While the threat to the international financial system created by the inability of many developing countries to repay their outstanding loans has been brought under control, the problems for many developing countries, particularly those in Africa, have not yet been resolved and will continue to hinder development.

17. Debt reduction should remain a priority. It is important to maintain a wide choice of options to reduce debt burdens in individual countries and to tailor debt reduction to the needs and potential of each country, while maintaining protection and ensuring social well-being. Concerning some public bilateral debt, there may be no practical alternative but to declare a debt "amnesty" or forgiveness, resulting in a direct reduction of debt by the creditors.

To promote social development, action must be pursued to resolve the burden of debt and debt servicing:

(a) Action should be taken on the specific proposals already tabled for reducing the debt burden, with a view to their adoption and implementation;

(b) Specific new initiatives should be introduced to reduce the debt of the African and least developed countries to a level which would allow the revival of social and economic development.

18. The cost of structural adjustment must be considered in relation to the costs of not adjusting. Nevertheless, considerable experience with structural adjustment indicates the need to subject the logic of these programmes to broader public debate. Macroeconomic stability should not be pursued at the cost of the needs and interests of poor and vulnerable sections of the population. In fact, such an approach may well compromise the very possibility of stability. Even though some steps have been taken to mitigate their social impact, better ways must be found to share the burden of structural adjustment programmes fairly. In order to do this:

(a) Structural adjustment programmes must be tailored to the economic and social conditions of individual countries;

(b) Decisions concerning adjustment should include a full examination of alternative ways of securing macroeconomic stability, structural change and improved efficiency from a perspective of social equity;

(c) Structural adjustment programmes must become development-oriented, so as to enhance opportunities, particularly for the poor and unemployed;

(d) National consensus on the measures required to promote economic and social development in the context of macroeconomic stability must be achieved by national authorities.

19. The majority of capital for future investment in most countries will come from private sources. As far as developing countries are concerned, the greater part of private foreign investment flows to a handful of countries, mostly middle-income countries. In addition, international bond finance has overtaken bank lending, making international capital flows more volatile and more dependent on maintaining investor confidence. Levels of private investment are directly related to the degree of economic and political stability in countries.

Governments can encourage domestic and foreign investment and the return of flight capital by ensuring macroeconomic stability, a comprehensive system of business law, institutions and incentives for private savings, a realistic exchange rate and broad-based and equitable taxes. From the perspective of social development, it is also important for Governments to create incentives for capital to flow to socially desirable activities.

20. Many countries, particularly the least developed, rarely attract external financing at market rates. They must rely on official development assistance to meet much of their need for development finance. The way in which most development assistance is provided, however, makes it difficult to utilize aid to finance social programmes. It is essential for appropriate assistance to be provided and it is important for that assistance to be used effectively. If perceived to provide direct benefit to those most in need, official development assistance may regain wider popular support in the donor countries.

(a) Donor countries are urged to meet their commitments to devote 0.7 per cent of their gross national product to official development assistance, including their commitments to the least developed countries;

(b) The modalities, procedures and practices governing the provision of development assistance should be more amenable to social purposes and to programmes with high social and economic benefits. This would be facilitated if the recipient countries integrated social development programmes into their macroeconomic adjustment/development policies;

(c) In specific areas where national action will have important global benefits, such as limiting the transmission of HIV/AIDS or prevention of crime and trafficking in illegal drugs, it should be supported through new and additional international financial resources.

### C. Creating a favourable political environment

21. An enabling environment is neither solely economic nor entirely international. The nature of societies and the degree of social development they achieve are questions of fundamental political choices and a balancing of interests. Social development requires acceptance of the State as the expression and guardian of the common interest. Its legitimacy depends, in turn, on the extent to which it is perceived to address the concerns of all sectors of the population. Failure by the State to represent the common interest can cause people to lose faith in its ability to act effectively and fairly and can result in alienation of people from institutions.

22. Economic development creates social change; in order for change to be integrative, there has to be a sense that all people can participate in economic life and that change is beneficial to them. But development can have negative effects on the environment, on values and on social solidarity and it can exclude individuals, groups and communities. Markets, by themselves, do not respond to all human needs. They do not provide the optimal answers in crucial areas such as health and education services, scientific and technological research, and the preservation of the environment and natural resources. All countries, most especially the developing countries, where almost all of the future growth of the world population will occur, and countries with economies in transition, face increasing difficulties in improving the quality of life of their people in a sustainable manner.

23. A fundamentally political issue, currently addressed at the national level, is the extent to which the institutions of a democratic State should intervene

to balance the unequal forces of markets and to protect diverse individual aspirations, while ensuring continued creation of wealth and resources. Many Governments accept a degree of reduced economic efficiency or growth in order to ensure other values which they deem equally important.

Each Government should establish its own spending priorities, but the priorities that a Government sets and the actions it takes should reinforce social equity, overcome social inequalities and compensate imbalances created through the functioning of markets.

24. Often the relation between government and the market has been expressed in terms of opposition - state vs. market - when in fact it should be considered complementary. If Governments turn increasingly to market mechanisms to meet social and economic needs, the original objectives for public intervention may need to be protected. In addition, social structures and institutions will be needed to help people to interact more constructively through markets.

(a) In areas where Governments resort to market mechanisms to meet economic and social needs, they must ensure that the role of the State in securing the common interest is maintained through appropriate regulatory and fiscal policies;

(b) They must also develop and support the social institutions, such as cooperatives, trade unions and business associations, which enable people to articulate and protect their interests and to cope with markets.

25. The question to be addressed is whether efforts should also be made internationally to balance the unequal forces of markets.

Action to make the global economy more equitable could include establishing international mechanisms to support the interests of the weakest or most disadvantaged countries and to pay special attention to problems in Africa and the least developed countries.

26. As an essential element of social development, Governments must promote common values, including the concept of fundamental human rights. The universal nature of these rights and freedoms is beyond question. While the significance of national and regional particularities and various historical, cultural and religious backgrounds must be borne in mind, it is the duty of States, regardless of their political, economic and cultural systems, to promote and protect human rights and freedoms.

Countries which have not yet done so should be encouraged to ratify existing conventions which ensure fundamental human rights and encourage social development.

27. There is a pressing need to recognize the growing role of human security in safeguarding stability and peace both nationally and internationally. Ensuring employment, health, education, welfare, gender equity, non-discrimination and equality of opportunity are important elements of human security. Human security is security for individuals and communities, and their basis needs and freedoms, safeguarded by a perception of common values and inclusive social

development. Each society is a creation of its citizens and should endeavour to recognize the value and strength it draws from the diversity of its members.

28. Human security requires democracy, transparency of government, universal access to the economic, social and political institutions of society and popular participation. Democratic governance relies on partnership between institutions within and outside of government. People must be served by government and the goals of a society must be defined by its citizens - through the political process, the many different formal and informal associations that reflect the community (or civil society) and through choice in the marketplace.

Policies must be based on the right to freedom of association and participation must be based on principles of cooperation and equality:

(a) Ensuring partnership will require strengthening the capacities and the functioning of the organizations of civil society;

(b) Government should also create conditions for the social partners to organize and operate fully and freely;

(c) Policy-making should be based on social impact assessments similar to environmental impact statements, which have become a familiar feature in decision-making.

29. Equality between women and men must be regarded as the basis for policy not simply as its goal. This is a fundamentally political statement because it expresses the need for change in the relationships of power and control between women and men. Gender analysis focuses on the relationship between women and men, identifying the source of the problems of women and men less in the action of individual people and more in the relationships between them. Thus, the optimal solution to social problems lies not in changing the individual but in changing the relationship. Improving the status of women must serve to enhance their decision-making capabilities at all levels and in all spheres of life. It is also necessary to enable women to exercise all their basic rights.

(a) Systematic gender-based analyses of all institutions, policies and practices should be undertaken as the basis for re-orienting policies and practices;

(b) Subordination and discrimination in the relationship between women and men have to be eliminated wherever they exist.

30. There is a symbiotic relationship between social development and peace. Resorting to violence and armed conflict is often a reflection of social disintegration and is always a hindrance to social development. Furthermore, armed conflict increasingly involves civilian deaths and displacement. Resources currently used for procuring armaments could be more properly devoted to social expenditures. But peace is not simply the absence of armed hostilities between nations; it is also the presence of the fair and equitable institutions required to resolve social tensions and to ensure social, economic and political well-being, both within and among nations. The United Nations is vital to promoting international peace. It can identify potential conflicts,

undertake action for peace making, peace-keeping and peace-building and, most important, address the deepest causes of conflict: economic despair, social injustice and political oppression, as expressed in the Agenda for Peace. 1/

All Governments are invited to give, individually and collectively, careful consideration to the various ways of reducing tension and the resulting violence; such efforts would release resources which could be used for development purposes and would create a climate favourable to peace and social progress.

## II. REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY

### A. Promoting a global approach

31. More than 1 billion people in the world today live in poverty, and some 550 million go to bed hungry each night. More than 1.5 billion lack access to clean drinking water and sanitation, some 500 million children do not have access to even primary education, and approximately one billion adults remain illiterate.

32. The struggle against poverty constitutes a moral obligation to ensure that all human beings enjoy at least the basic food, shelter, social services and human relationships that are necessary for health, dignity and social participation. Our aim must be to ensure that this basic requirement for human dignity is reached as soon as possible in all parts of the world. It involves national and international action at two levels: first, making economic and social policies sensitive to the interests of the poor; and second, to integrate specific anti-poverty policies and programmes in the framework of development policy.

Efforts to reduce poverty must be conducted at all levels as a moral obligation and a central element of social and economic development.

(a) Governments should formulate timebound and multisectoral programmes for poverty eradication and subject these to regular high-level review;

(b) The United Nations should enhance and bring together the diverse support it provides for national efforts in this area in a broad-based framework programme against poverty and should review performance regularly.

33. Poverty alleviation policies and programmes must be country- and even locality-specific and reflect the variety of forms that poverty can take: endemic mass poverty in poor countries, the poverty which arises in situations of crisis, such as famines, and pockets of poverty amidst wealth in rich countries; extreme and chronic poverty due to lack of resources and opportunities as well as temporary poverty due to misfortune or changes in the economic environment; destitution and isolation of those who are socially and economically excluded, as well as the marginal poverty of those performing essential social functions for poverty wages.

34. Poverty has been seen primarily from a welfare perspective. However, poor people, many of them unemployed or underemployed, represent productive potential. Efforts to reduce and eliminate poverty are therefore a major contribution to growth. While economic growth and long-term improvement in standards of living go together, slow growth should not prevent us from addressing the structural causes and the immediate manifestations of poverty. Changes can be made and social injustices addressed even in times of economic hardship.

As poverty results from social, economic, legal and political structures and not just from the limited capabilities and misfortunes of individuals, efforts to reduce and eliminate poverty must be based on a continuing examination of the structures and processes that determine the distribution and redistribution of income in a society, including the distribution of wages and salaries, the impact of various taxes and other public revenue sources at different economic levels, distribution of land, legal structures and processes that determine the ownership and control of productive resources, market and price structures, macroeconomic policies, and availability of and access to public services and social benefits.

35. Anti-poverty efforts must respect the integrity and dignity of poor people and focus on assisting them to identify and implement solutions to their problems. The energy and resourcefulness of poor people and their knowledge and skills must be put to more productive use.

Poor people and their community organizations must be fully involved in the effort to reduce and eliminate poverty. Poor people should be encouraged and assisted to organize so that their representatives can participate in policy-making and planning dialogues.

36. The explicit and implicit discrimination against women and girls, which results in a disproportionate number of the poor and deprived being female, must be eliminated. Women must have equal access to education, public services and economic opportunities. They must have access to basic health care services, including maternal and child health care and family planning services. Full participation of women and girls in society is essential not only for their well-being, but also for making full use of all social resources in the struggle against poverty and for social and economic development. This will require not only changes in discriminatory economic, social and political structures and practices, but also changes in social attitudes, including those within the family. It is particularly important that political, social, economic and cultural leaders at all levels set examples of the equal treatment of women and girls.

Development programmes and policies should respond to the different experiences and consequences of poverty for men and women and to the effect of discrimination against women in the transmission of poverty from . . . generation to generation. The equal treatment of women must begin with the equal treatment of girls from infancy to adolescence.

37. The single major cause of poverty for the individual is the misfortune of being born into poverty. Chronic family poverty has an effect on children

through health, education, and social and cultural skills and connections. These effects are extremely difficult for the individual to overcome. Society has a particular moral obligation to ensure that children born into poor families have every possible opportunity to improve their status. To meet this obligation, society must not only ensure that they have equal access to economic and social opportunities and public services, but must also make special efforts to ensure that their specific needs are met, either through programmes directly aimed at poor children or through support to poor families with children.

Priority must be given to supporting children living in poverty as an investment in long-term social and economic development.

38. There are no simple solutions to poverty, and the struggle against poverty is a continuous learning process. A wide variety of projects should be undertaken or supported through different institutions and using different approaches to improve the learning process, to allow organizations to learn from each other's experience, and to expand and multiply the most successful approaches.

39. Research into the causes and remedies of poverty must also be strengthened using the capabilities of universities and research institutions, and the results of that research must be integrated into policy-making. Expanded and improved international programmes are needed to facilitate exchange of experience and research, including exchange of publications, conferences, seminars, training courses and professional visits. The United Nations and other international organizations, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), must work with Governments and non-governmental organizations to promote social science research and scientific exchanges.

The resources of universities and research institutions must be mobilized to improve the understanding of the causes of poverty and the effectiveness of anti-poverty programmes. Special efforts must be made to strengthen social science research capabilities in developing countries.

40. At the programmatic level, the efforts to alleviate, reduce and eventually eliminate poverty must achieve a number of objectives: to ensure that people able to work have access to the productive assets they need to support themselves and their dependents; to ensure that basic public services are available to everyone; to promote the organization of poor communities for development and political participation; and to provide basic goods and services to those who cannot provide for themselves. Meeting those objectives will require the participation of everyone, as individuals and through families, communities, local government, national government and the international community.

All actors in the development process must be mobilized to reduce and eventually eliminate poverty.

B. Access to productive opportunities

41. In rural areas of developing countries, where over 900 million of the world's poor are located, lack of access to land is a major cause of poverty. Properly implemented land reform can reduce poverty while increasing total production. Government structures and procedures for ensuring secure land ownership and tenure rights and efficient procedures for land transfer, promote agricultural practices and investments that ensure the long-term fertility of the soil, maintenance of irrigation systems, and sustainable agricultural development. It is important, however, that land reform take into account traditional land tenure practices, including communal tenure and shifting or migratory use.

Governments must improve the conditions of the landless poor through land redistribution and land tenure reform, and accompany these with improved access to credit, supplies and equipment, irrigation and water supply systems, markets and extension services. International financial agencies can assist in the process by providing the financial resources needed for land surveys, settlement of conflicting claims and land improvement. The rights of women to hold title to land and to inherit must be ensured and protected.

42. Cooperation between central governments, local governments and community groups is important in ensuring successful land reform programmes, providing secure tenure and improving the lives of small farmers. Organizations of smallholders can also improve the effectiveness of credit, marketing and service programmes. Non-governmental organizations can play an important role in assisting local organizations before, during and after land reform.

Governments should support the involvement of smallholder organizations and non-governmental organizations in land reform and related support services.

43. Apart from land, access to water for irrigation is a key determinant of the level and distribution of agricultural means.

Governments must improve the access of small farmers to irrigation systems and improve the maintenance and management of existing systems and the rehabilitation of traditional farmer-managed systems. The establishment of local user groups to allocate water, divide costs and arrange for maintenance, with the support of government and non-governmental organizations, must be promoted to ensure low-cost and sustainable use, maintenance and improvement of irrigation systems, and equitable sharing of benefits.

44. Governments must improve the economic situation of small farmers by promoting fair and attractive prices for their products and improving access to markets and market information. Good prices not only directly improve the situation of farmers, but also encourage investment and increases in production, helping to promote national agricultural self-sufficiency.

Governments should ensure that poor farmers receive prices for their products sufficient to support families and invest in increased production.

45. Rural producer cooperatives can play an important role in poverty eradication by providing market access, improving returns, delivering technical advice and agricultural inputs and collaboration in such production operations as the preparation of seedlings, village forestry, water management, pest control and the like.

Organizations of cooperatives at the international and the national level in developed countries can and do provide support by way of technical assistance and finance for this purpose. A collaborative programme involving these organizations and also other international aid agencies must be developed to greatly enhance the support available for this purpose.

46. Programmes to provide credit to poor people appear to offer a particularly cost-effective means for encouraging small-scale enterprises in both rural and urban areas. In particular, loans provided without collateral to small groups who collectively guarantee repayment, and loans provided through community-based institutions, have proven effective for reaching the poor and have had good repayment records. In addition to the direct benefits of the investments, small-scale credit programmes encourage local savings and investment and mobilization of the community for other purposes, such as marketing and cooperatives. Sustainable programmes can be based on limited external financial support for start-up expenses, with operations self-financing through realistic interest rates and strict payback terms. The development of credit institutions for small producers must be pursued as an integral part of financial policy and development assistance at the national and international level.

Governments should work with international agencies, community organizations and cooperatives to increase the availability of credits to poor farmers.

47. Governments and international agencies can assist small farmers, including women on an equal basis, to increase production by supporting research and development on different types of farming systems and smallholder cultivation techniques. This is particularly essential in environmentally fragile and other marginal areas. Such research should give as much attention to social and demographic factors as to economic and technological factors and should focus on practices that are sustainable by local farmers without external assistance. Strengthening agricultural training and extension services are an essential complement to research and development, both to make more effective use of existing technology and to disseminate the new technologies resulting from new research. The declines in investment in agricultural research in recent years at both the national and international levels must be reversed. The mandates of agricultural research institutions at the national and international level must be modified to focus on specific categories of farmers and farming systems rather than on products and processes.

Governments and international agencies should increase their support for agricultural research, particularly for increasing the productivity of poor farmers and protecting fragile environments.

48. In urban areas, the productive assets needed to overcome poverty are primarily the knowledge and skills needed for employment in manufacturing and services. Expanding access to education and training programmes and improving their quality are therefore central to improving opportunities for the poor. Expanded education and training, however, can make a substantial contribution to the reduction of poverty only if employment opportunities are increasing, a topic that is addressed in the next chapter.

The potential for small-scale service or manufacturing activity in the informal sector must be realized through supportive laws and credit policies.

49. It is particularly important to ensure that women have access to productive resources since they have traditionally had less access to resources and hence suffer disproportionately from poverty. Reducing the time required for such traditional women's work as fetching water and collecting cooking fuel would make their lives easier as well as freeing time for more productive activities. Ensuring that women have access to credit and information is also essential if they are to work productively to reduce poverty. Increased hiring of women as extension agents and for other developmental services can also help to improve the support for women.

Particular efforts must be made to provide women with equal access to productive resources, such as land, credit and technology, and to strengthen women's ability to control resources in their own right as full citizens of their societies.

## C. Access to public services

50. Education not only promotes access to better jobs, but also contributes to rural agricultural and non-agricultural production and to health, and provides a basis for participation in many social, economic and political activities. Promoting education in poor areas requires not only schools, but also efforts to ensure that the schools provide services that compensate for the labour that is lost to families when children are at school. The elimination or reduction of school fees and related expenses for poor households, the provision of school lunches and basic health care, and the adaptation of instructional material to the practical needs of poor and rural communities can encourage school attendance. A particular focus on education for the girl-child is essential.

51. Universal and equitable access to basic education for all children, young people and adults, in particular for girls and women, is a fundamental priority. This will require the mobilization of existing and new financial and human resources, public, private and voluntary, not only for ensuring universal access to a growing number of persons, but also for improving the quality of education and expanding informal education.

Governments must implement their commitment to the principles of the 1990 World Declaration on Education for All and to the goals and targets set by countries in accordance with the Framework for Action to Meet Basic Learning Needs.

Governments must implement their commitments to the principles of the 1990 World Declaration on the Survival, Protection and Development of Children and the associated Plan of Action adopted by the World Summit for Children, including the goals and targets for reducing infant, child and maternal mortality and malnutrition, providing safe water and sanitation for all, providing basic education for all children and reducing adult illiteracy. Governments must ensure that institutions and procedures exist at the national level to meet those goals and targets. International agencies, in particular the United Nations Children's Fund (UNICEF), can provide technical and financial assistance to countries in that effort, and non-governmental organizations can play an important role at the community level.

52. Access to health care directly promotes physical, mental and social well-being, as well as ensuring that people can work to support themselves and their families. Governments can ensure access to basic clinics staffed by health workers who can provide information and services for nutrition, hygiene and basic health care. Those basic health services should be available free of charge to those who cannot afford to pay for them. Within the resources available to a country's health care system, services to poor people can be improved by enabling public clinics to share the health resources of private and social security facilities. Sharing of expensive equipment and facilities, part-time sharing of personnel, joint procurement of equipment and materials, and coordination of administration and planning can increase the effective use of resources for the benefit of poor people.

53. Governments can offer inducements to doctors to work in rural areas and poor communities and provide mobile clinics to make health services available to otherwise unserved areas. In areas where traditional practices continue, health care services may be most effective when they integrate modern and traditional approaches and when local practitioners are engaged.

Governments must implement their commitments to the principles of the 1978 Declaration on Primary Health Care, adopted at Alma-Ata, including the universal attainment of a level of health that will permit all peoples of the world to lead socially and economically productive lives. Essential to this goal is the provision of primary health care for all, including care for reproductive health.

Governments must implement their commitments in the Programme of Action adopted by the International Conference on Population and Development to reduce infant, child and maternal mortality, provide universal basic health care, including reproductive health care and family planning, and ensure universal primary education with equal treatment for girls.

54. Encouraging a variety of education, health and other social services specifically targeted at poor people through both governmental and

non-governmental organizations can offer them choices in their efforts to escape from poverty, help to ensure that programmes respond to their needs, and motivate them to participate actively in the programmes. Experimental and innovative approaches to poverty might include free or low-cost vouchers for schooling, health care or other social services to encourage and facilitate access and enable poor people to select programmes that meet their specific and immediate needs. Low-cost voucher programmes also provide revenues to support more extensive services than could be provided based on public funding alone.

Governments should widen the choices available to poor people for access to basic education and health services.

55. More than 1.5 billion people lack access to clean water and sanitation. Ensuring that poor communities have access to clean water can not only increase the time and energy that people, especially women, have available for productive activities, but can also greatly reduce the time, energy and lives lost to infectious diseases, especially among young children. Improved sanitary facilities and education in hygiene can also make a major contribution to reducing illness and therefore to increasing opportunities for productive work.

56. Governments should aim at providing universal access to clean water and sanitation facilities and services as soon as possible.

Governments must implement their commitments to the goals of the International Drinking Water Supply and Sanitation Decade (1981-1990), in particular that all people should have the right of access to drinking water and sanitation services, and that where these human needs have not yet been satisfied, national development policies and plans should give priority to the supply of drinking water for the entire population and to the final disposal of waste water.

57. Governments can increase the economic opportunities of poor people by providing better roads and transportation services and improved communications for poor communities. This will help people find work more easily, sell their products and services more efficiently, and use their time more productively.

Improved transportation and communication services in areas with a high incidence of poverty should be given priority in development programmes.

58. Ensuring better access for poor people to public services will require substantial increases in public spending, or a substantial redistribution of spending, or both. National and local government authorities can expand public services for poor people by improving the tax structures and charges that finance public services and increasing the effectiveness of tax collection. Analyses of the cost of public services and of the revenues that support them often reveal that low-income people and communities receive fewer public services relative to the taxes they pay than do wealthier people, that poor people are in effect subsidizing services to the upper-income people. The upper-income people should contribute more to the cost of the services, whether through taxes or usage fees. Tax and fee structures that overburden poor people should be reformed to allow expansion of the services they need.

Tax structures and public finances should be examined and reformed as necessary to expand public services to poor people.

59. Urban authorities can improve the availability of affordable housing by ensuring that standards and regulations promote the construction of low-cost housing. The provision of low-cost sites and services can contribute to affordable housing, and investments in improvements to slums and squatter settlements can directly improve living conditions for poor people. Providing secure tenure and making services available to unofficial settlements has proven a particularly cost-effective way of improving housing for poor people.

60. In urban areas, including inner cities in developed countries, that have declined as a result of disinvestment and job migration, Governments can provide poor people with assistance towards moving to areas offering better opportunities for employment, housing, education and other social needs. Such programmes can be undertaken through cooperation between local government agencies in the declining and developing areas, as well as with central Governments, non-governmental organizations and international agencies.

Governments must implement their commitments to implementing the Global Strategy for Shelter to the Year 2000 and to improving the living conditions of the poor in accordance with national shelter strategies. Special attention should be given to improving conditions in urban slums that do not currently receive adequate urban public services.

61. Organized programmes and community facilities for poor youths are important for breaking the intergenerational cycle of poverty. Such programmes can both promote constructive social structures among poor youths and provide them with connections outside the poor community. Participation of people from outside the community can assist in breaking the isolation of poor communities and providing information on social and economic opportunities.

62. Community development organizations, with support from governmental and international agencies and non-governmental organizations, can play a major role in rehabilitation of housing, development of new low-cost housing, organization of child care, encouraging shops and other small businesses, and generally encouraging and supporting community development in an integrated manner. Greater efforts are needed to establish and strengthen networks of community development organizations, other non-governmental organizations, government agencies and international organizations to enable the collective financial resources, expertise, organizational skills, and familiarity with local communities and their social structures to be used effectively. The emphasis on community and self-help activities, however, must not be taken as absolving the larger community of its responsibility for overcoming the social, economic and cultural forces that tend to create and perpetuate poverty.

Governments and international organizations should support and work with poor peoples' community organizations.

## D. Reducing vulnerability

63. Twenty years ago, the World Food Conference declared the inalienable right of every man, woman and child to be free from hunger and malnutrition. Yet today hundreds of millions go to bed hungry every day.

Governments and the international community must reaffirm their commitments to eliminating hunger and malnutrition world wide.

64. Food security requires a more rapid growth in agricultural production and a balance between cash crops and food in food-deficit areas. It also needs to focus attention on the individuals and households who lack physical or economic access to food in normal times or in situations of scarcity. Small farmers in ecologically fragile areas, the landless, the urban poor, female-headed households and those displaced by war or civil conflict are among the most vulnerable.

Anti-poverty and employment programmes, agricultural programmes and food market policies must be designed to improve the access of vulnerable individuals and households to available food supplies.

65. In times of natural or man-made crisis, vulnerable households and many others are subject not just to food insecurity but also other forms of deprivation - for instance, of water supply, shelter, sustenance for farm animals, etc. Apart from the immediate effect on human well-being such impoverishment has longer term consequences by reducing household assets and worsening the health of its members.

Governments and international agencies must act quickly in emergency situations by:

(a) Providing food, medical supplies and other relief to stricken areas;

(b) Ensuring that relief is targeted clearly at vulnerable households;

(c) Using food-for-work programmes, food vouchers and other similar measures to give those who are vulnerable access to food supplies;

(d) Making full use of local institutions for delivering relief.

66. Food aid from donor countries and food-for-work programmes can make an important contribution to famine relief and to large-scale land improvement and resource conservation schemes. Care must be taken, however, to ensure that food aid does not undermine prices for local agricultural production or lead to demand for imported foods in place of local production. Local organizations should be included in the planning, construction and maintenance of relief and conservation schemes.

67. Governments must also develop long-term strategies and contingency plans for famine and disaster management, relief and assistance, including cooperation with international agencies. Food storage, transportation and distribution facilities can be developed and maintained by making full use of traditional

mechanisms; and national and regional capacities for weather prediction, storm-warning, and crop-monitoring should be strengthened.

Governments, with the assistance of international agencies, must develop long-term strategies to reduce the hardship caused by natural disasters in order to increase food security and economic security.

68. Agenda 21 links poverty and environmental stress and calls for better integration of anti-poverty programmes and resource management measures. Large numbers of poor people live in areas of marginal agricultural poverty, and their poverty can force them to exploit the land in unsustainable ways. They must be assisted in protecting and improving the productivity of the land through land and water conservation measures, watershed management, afforestation, and the development and dissemination of new sustainable agricultural techniques. Poor farmers can be assisted by providing them with long-term leases to plots of marginal or degraded land, together with credit, tools and extension services for improving the land and developing water management structures while farming it in a sustainable manner. Sustainable livestock-raising and fuelwood-harvesting are possible in many marginal areas. Promoting the use of fuel-efficient cooking stoves can also promote sustainable production of fuelwood, while reducing the time spent, particularly by women, in collecting wood.

Water management systems, including dams, reservoirs, levees and groundwater resources, should be developed and maintained, and forest cover in mountainous and hilly areas should be protected and improved as part of a resource management and conservation strategy.

69. In areas where pastoral or nomadic activities are widespread, normal programmes of agricultural development and related anti-poverty programmes may be ineffective. Ensuring access to sufficient grazing land is also essential to preventing desertification of semi-arid lands and ensuring sustainable development. In the case of nomadic groups, special arrangements need to be made for the delivery of such basic services as education, health, extension services and credit.

In such areas, more specific programmes must be developed for strengthening communal systems of land management and controlling encroachment by others, as well as for developing improved systems of rangeland development and management, irrigation, marketing, credit, animal health services, and education and information.

70. The urban poor are also vulnerable to food insecurity and to environmental stress. They are even more dependent on markets and to the disruptions in food availability and prices in times of stress.

Governments must follow food market and social protection policies that ensure the access of the urban poor to food and other basic needs.

71. The urban poor often live in the areas most vulnerable to stress from flooding, industrial accidents, atmospheric pollution and other hazards.

Reducing their vulnerability to such environmental stresses requires better planning of settlements and stricter enforcement of pollution standards.

Urban management must give high priority to improving slums, shanty towns and other areas inhabited by the urban poor and to preventing and providing protection against environmental hazards.

## E. Enhancing social protection

72. While families provide the primary support for most people, families are not always able to bear the burden, and the community or Government must provide assistance or support through a variety of social protection programmes. Such programmes can take a number of forms: social insurance programmes; universal coverage programmes that provide benefits independent of need or contributions and are funded by taxes and other public revenues; and needs-based programmes that cover anyone in need and are funded by taxes and other public revenues. National social protection systems usually consist of some combination of these types of programmes to cover various contingencies, with the particular combination depending on the resources available and the national social policy.

73. Social protection programmes assist poor people in escaping from poverty and protect the vulnerable non-poor from falling into poverty. Such programmes can provide children with the security they need to develop; ensure that the elderly have the security earned through a lifetime of work; ensure that illness and accident do not push people into poverty; and provide the disabled with opportunities for productive and secure lives.

Society, whether through the family, the community or the Government, must support those who cannot support themselves due to disability, illness, old age, unemployment or another cause.

74. Societies and Governments normally want to provide their members with a substantial array of social protection programmes but are limited by the public costs. The strengthening of social protection primarily requires, therefore, not a greater willingness to provide support but a greater willingness to raise public revenues to pay for them, as well as greater economic growth to provide a stronger base for public revenues.

75. A substantial number of poor people in most societies are employed but do not earn enough to escape from poverty. Other poor people are capable of working but are unable to find employment. In such cases, the most effective social assistance programme includes assistance in obtaining adequately paid employment, including perhaps employment on public projects at minimum wage to anyone who applies.

76. Governments with very limited resources can assist poor people most effectively through social assistance programmes that are targeted specifically to their priority needs. Such assistance can take a variety of forms, including cash grants, housing subsidies and food subsidies. A disadvantage of such assistance programmes is that they tend to stigmatize poor people, which can both harm their dignity and undermine their self-confidence, as well as

discouraging them from seeking the assistance they need. Social assistance can be targeted at poor people, while avoiding some of the stigmatization of means-tested programmes, by subsidizing goods and services that are consumed primarily by them.

77. For countries with greater resources, poor people can be effectively assisted, without stigmatization, through universal social benefits that are provided to all as a right of citizenship and funded through taxes or other public revenues. Such social benefits can include old-age pensions; unemployment benefits; wages during absences from work for sickness, maternity leave, and parental or family needs; family allowances based on the number of children; and a guaranteed minimum income. Extensive benefits often require a highly productive economy and high taxes, which in turn require a strong sense of social solidarity and consensus.

78. Social insurance programmes serve to protect the working non-poor and their dependants from the risk of falling into poverty and can be funded from contributions by potential beneficiaries and employers, thereby allowing public revenues to be targeted specifically to poor people. Such programmes are often developed through collective bargaining in enterprises but can also be required by legislation, thus guaranteeing that all employed people will be covered.

79. Governments can strengthen the protection provided by insurance programmes by ensuring coverage for as large a proportion of the employed and their dependants as possible and ensuring that benefits are provided quickly to those entitled and that entitlements continue when a worker changes jobs. Expanding the number of people covered by an insurance programme also increases the security of the benefits by spreading the risk.

80. In many countries, there is substantial potential for expanding the coverage and the benefits of social insurance through better enforcement of compulsory contributions from employers and workers and through better management of funds. Governments can ensure sound actuarial evaluations of such schemes as well as secure and productive investment of the funds. In some countries, coverage of such systems can be expanded by integrating some of the larger and stronger enterprises of the informal sector into the formal sector.

81. Employer-based or employer-financed social protection schemes have limited potential where a large proportion of employment is in informal activities, family enterprises or farms or takes the form of self-employment. Governments should seek alternative bases for financing the expansion of social protection, including provident funds and mutual help schemes under public oversight. More generally, long-term strategies should be developed to integrate the various components and determine priorities as economic expansion makes it possible to raise the level of provision and expand its scope.

> The priority of social assistance programmes should be to help people escape from poverty. Governments should prepare perspective plans for a phased expansion of social protection programmes, progressing from the most urgent needs to ensuring general economic security.

82. Single-parent, particularly single-mother, families make up a disproportionate and increasing proportion of the poor in almost all societies. Governments and community organizations must make particular efforts to ensure that single-parent families receive the social support they need either in the form of economic support for the family or child-care support for a single working parent. Other members of the community must make a special effort to enable single parents and their children to participate in social and economic activities.

83. Urban street children constitute a particularly urgent challenge to the consciences of their communities, their nations and humankind. Governments and community organizations have a responsibility to see that street children are provided with shelter, food, education and health services, and are protected from abuse and violence. The first priority, however, is preventing children from being forced onto the street by protecting their families from poverty.

Children living in poverty must be a priority concern for Governments, community organizations and the international community.

84. As part of the social protection programmes and anti-poverty efforts in general, Governments should carefully monitor poverty levels in order to identify positive and negative trends and assess the effectiveness of social development programmes. Governments should establish targets for reducing poverty levels and should regularly publish information and analyses of progress made towards those targets. Non-governmental organizations and the media can help to ensure that society gives priority to the struggle against poverty by publicizing progress or failure in meeting poverty reduction goals, just as economic growth and unemployment levels are accorded priority because they are carefully monitored by the media and the public and given a high visibility.

Governments should establish targets for reducing and eliminating poverty and should monitor poverty levels to ensure that those targets are met.

85. Targets could be based on relative poverty lines equivalent, for instance, to the bottom four deciles of the income distribution. Targets, specific poverty lines, and the ways to measure both, would be determined by each country, with assistance as necessary from the United Nations system.

## III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

### A. Rethinking policy

86. Employment performs multiple roles in today's world. In all of our countries, notwithstanding considerable variation in levels of development and capacity to generate wage employment, it is employment, or in a broader sense work, that provides the principal means of survival and well being for most individuals and households. Given its role in the production of goods and services and in the generation of income, employment is a key if not the primary factor in the achievement of higher living standards. Unemployment, conversely, should be seen as lost potential to our societies.

87. Employment also plays a non-material role of considerable importance. Performing a job or undertaking work helps to establish a person's identity. Suitable employment or satisfying work raises self-esteem and contributes to greater fulfilment, while long periods of unemployment can breed frustration and despair. The growing numbers of both long-term unemployed workers and young people who are unable to find a first job are a source of concern. Such conditions can give rise to feelings of exclusion and cause increasing social unrest.

> We regard employment as fundamental for social peace and commit ourselves, in particular, to improving the prospects of finding work for young people entering the labour force.

88. While employment generally connotes wage employment, there is, in addition, an entire range of activities - performed every day, usually without wage remuneration and mostly by women - which are necessary to ensure survival. Work for own consumption is particularly important in rural areas of developing economies where crop production and the raising of livestock can help to feed the family or household. In many developing countries, a majority of workers are unpaid family and household workers or self-employed workers in the informal and rural sectors. Much work, such as housework and child-rearing, often appears to be undervalued by society.

> A broader conception of employment or work should be developed to draw attention to a wider range of productive opportunities and the gender implications of many current patterns of work and employment.

89. In a great number of countries across the globe, there is a disturbing trend towards higher levels of unemployment and "jobless growth". With the continuation of present trends and policies, this is likely to persist. Open unemployment in many countries that are members of the Organisation for Economic Cooperation and Development (OECD) is at its highest level since the Great Depression. The countries of Eastern Europe and the former Soviet Union have been experiencing a massive loss of jobs. In Latin America, while urban unemployment has now fallen slightly, the informal sector accounts for a rising share of urban employment. In sub-Saharan Africa, urban unemployment continues to grow, with young people representing between 60 and 75 per cent of the region's unemployed. Youth unemployment is also a particularly serious problem in the Middle East and North Africa. Within the Asian region, most of the countries of East and South-East Asia have experienced declining unemployment rates, but in the South Asian countries, while unemployment rates are generally low, the proliferation of low-productivity and low-income jobs remains a major problem. Among the poorest regions of the world where population growth is most rapid, and where the population age structure is most youthful, the need for employment will also increase rapidly.

90. Still, open unemployment, which now stands at some 120 million people worldwide, represents only the tip of the iceberg. Many more persons - estimated at 700 million - are underemployed. Although generally working long hours, they do not earn enough to lift themselves and their families out of poverty. The working poor comprise the largest share of the estimated 1.1 billion absolute poor in the world, a stark fact which highlights the

crucial link between productive employment and poverty reduction. The numbers result in part from the demographic challenge to employment creation. Just as job expansion alone may not suffice to reduce unemployment, a lower level of joblessness is no guarantee of a decrease in poverty. This only serves to emphasize the complexity of the employment issue and establishes the need to focus attention on the qualitative as well as the quantitative dimensions of employment promotion, on the creation of new and better jobs rather than the protection of all existing jobs. The creation of suitable employment and the reduction of unemployment should be central objectives of national economic policies, taking demographic projections into consideration.

91. There are too few suitable job opportunities in the formal wage economies of almost all of our countries. The global economy is increasingly driven by demands for greater flexibility and efficiency in production. These, in turn, have led to a growing recourse to labour-saving and decentralized modes of production. Enterprises need to strive hard to improve their economic performance and remain competitive in order to maintain employment and create new jobs. But such developments have far-reaching implications for the quantity, quality and distribution of jobs. In particular, the decline in the proportion of workers holding well-paid, full-time and secure jobs is a source of concern.

92. Increasingly, the notion of a lifetime job belongs to the past. Shifts in demand for labour are to some extent inevitable in a competitive global environment and need not be viewed negatively if the trend is to more jobs which, while different, are better. This means, however, that our Governments must intervene actively to lay the foundation for new job creation and to facilitate workers' skill acquisition, retraining and mobility between jobs. At the same time, we challenge employers to effectively combine social responsibility with the realization of private interest. In fact, there need not be a contradiction. A greater emphasis on employment considerations in decision-making can translate into more consumers and greater buying power for marketable goods and services.

Four major shifts in thinking about employment are urgently needed:

(a) To attach high priority to employment creation in the formulation of economic policy and the design of development strategies;

(b) To seek to broaden the range of employment opportunities and the very conception of work with a view to creating the possibility for greater numbers of our citizens to participate meaningfully in worklife;

(c) To revisit the ingrained concept of a threefold division of the life cycle into distinct periods of education, work and retirement;

(d) To view better jobs as a productive investment in the economic capacity and social fabric of our societies and thus to improve the quality of work and employment.

## B. Stimulating employment-intensive growth

93. Within the United Nations system, among other instruments, the Employment Policy Convention (No. 122), adopted in 1964 by the General Conference of the International Labour Organization (ILO), provided, some 30 years ago, a universal standard-setting instrument on the promotion of employment. This instrument, ratified to date by 82 countries, calls upon each Member to "declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment". The Convention is promotional in nature; this means that rather than laying down precise standards which a State binds itself to achieve on ratification, the instrument sets objectives to be attained by means of a continuing programme of action. The stimulation of employment-intensive growth is an objective that should be pursued by different actors; for example, the International Monetary Fund (IMF), through its Articles of Agreement, has promoted policies of employment that should also be taken into account.

94. The notion that employment should be established and pursued not as a secondary goal of policy but as a major goal in its own right takes on renewed meaning in today's economic circumstances. Unemployment and underemployment today respect few regional boundaries, although the quantitative and qualitative dimensions of the employment problem display great variation among and within countries and regions. But the fact that few if any countries have totally escaped the current global employment crisis reinforces the need to elevate unemployment to the top of the policy agenda in developed and developing countries alike.

95. For some 20 years now, the control of inflation has been given priority over the expansion of employment. This was understandable as long as rates of inflation remained unacceptably high. But today in many industrialized countries, where inflationary pressures have been curtailed or greatly reduced and considerable slack exists in the economy, the risks of promoting employment are substantially less than in the 1980s. It could be argued that in industrialized countries the unemployment problem is primarily structural, while in developing countries it is more a result of underdevelopment. Price stability and sound monetary and fiscal management are necessary for sustained economic growth. Economic reforms need not be at the expense of employment objectives.

> While Governments, particularly in industrialized countries, should respect the delicate balance between discouraging inflation and encouraging employment, there is a need to stimulate stronger investment and higher rates of economic growth and job creation.
>
> In developing countries, stabilization policies should be complemented by adjustments aimed at removing structural constraints to economic growth and employment creation.

96. Renewed economic growth is a necessary but not a sufficient condition for creating employment and reducing unemployment. A stable legal framework and well-designed incentive structures can encourage savings and attract private investment. Freer trade and investment flows can act as engines of growth for

the world economy, with expanded markets creating growth linkages and multiplier effects on a transnational basis.

97. A trade policy which assigns high priority to protecting existing employment may in fact be inconsistent with the objective of job creation, particularly for new workers, and if it leads to retaliation, can cause a global contraction in employment. Trade liberalization, notwithstanding some possible short-term job loss at a local or national level, greatly increases the potential for productive employment generation on a world-wide level.

98. But to restore employment-generating economic growth implies not only increasing investment and trade but also modifying its pattern. For a wide range of products and processes, viable technological alternatives exist and there is considerable scope for the application and efficient use of labour-intensive technologies. Such investment patterns and production methods assume special importance in those developing countries experiencing a severe capital shortage and serious foreign exchange constraints. The relative costs of capital and labour need to reflect their true scarcities. Technical choice and adaptation would be facilitated if developing countries were given the capacity to unscramble or disaggregate standard technology packages and to ensure an appropriate degree of capital and labour intensity in each component.

99. Technology blending is a promising approach that integrates new technologies with traditional production methods, which are often more labour intensive and better suited to the local resource base. Technology blending can help to augment food supply, satisfy basic needs and sustain or increase small-scale production.

> Agencies of the United Nations system should help developing countries to better link technology policy to employment and other socio-economic objectives and to establish and strengthen national and local technology institutions. The blending of new and traditional technologies and the unscrambling of technology packages are two fertile areas for work and assistance.

> Measures to facilitate women's access to technologies that are both drudgery-reducing and income-generating should be encouraged.

100. At the same time, technological advances and changes in trade patterns can result in labour displacement, especially in the short-run for individual enterprises or production activities. Women may be particularly affected, with some relieved of arduous tasks while others lose their jobs. Workers in mid-career also are frequently vulnerable to major technological changes at the enterprise level, particularly if they have not been undergoing continuous retraining and skill upgrading. It is easier to facilitate technological change and to help workers to adjust, while protecting them from possible adverse effects, when representatives of Governments, employers and workers fully consult and cooperate in the process of change.

> Governments and employers, in cooperation with workers, should anticipate and plan for the employment effects of new technologies as far in advance of their introduction as possible.

101. There is a related need to develop major new products that will spur substantial job creation. Technological advances which increasingly refine existing products and upgrade or rationalize production processes have limited potential to add to the workforce, and often reduce it. Research and development efforts aimed at creating totally new products are more likely to result in vast new labour requirements.

Research and development efforts should be directed at product innovation leading to new investments and employment expansion.

### C. Creating employment through enterprise

102. The self-employed comprise own-account workers, working owners of unincorporated businesses and members of cooperative business enterprises. At its best, self-employment can provide individuals with considerable autonomy and an opportunity to realize their potential and be rewarded for their effort. At its worst, it represents survival activities at the margin of society. It is the first type of self-employment that brings to the fore a significant facet of an employment-centred approach to growth and development: the element of hope. Self-employment often ends in failure but the desire and expectation of self-improvement and upward mobility serves as a driving force to try and try again, sometimes even in the face of extreme odds or difficulty.

103. Small enterprises are more labour-intensive, create jobs at relatively low capital cost, draw untapped resources into productive activity and often are more responsive to market changes. They are also a source of ownership and management opportunities for women, who too often are held back by their lack of access to productive assets.

For small enterprises to realize their employment-creating potential, their chances for survival and growth must be improved. Administrative obstacles must be removed and regulations and procedures that place them at a disadvantage with respect to larger enterprises must be simplified. Their access to credit, markets, management development, training and technological information must be facilitated. Working capital as well as fixed capital needs to be made more readily available, and financial and management assistance must be properly coordinated.

Given that small enterprises often survive on the strength of their relations with large enterprises, government policy should remove impediments and facilitate arrangements that encourage and enhance such linkages.

As small enterprises are sometimes a source of precarious employment relationships and abject working conditions, policies which ensure adequate working conditions, remuneration and social protection for workers, without pricing such enterprises out of the market, are required.

104. Cooperative business enterprises can contribute to economic activity and to creating and safeguarding employment. Savings and credit cooperatives, cooperative banks and cooperative insurance companies are efficient

institutional means of mobilizing local capital and promoting entrepreneurship. Other cooperative business enterprises can produce commodities and manufactured goods and assist the economic viability of many small- and medium-sized enterprises by providing storage, processing and marketing services, as well as business information, technological support and managerial advice and training.

105. As enterprises owned by their members, who also belong to the local community, cooperatives have a special incentive to respond to changing business conditions in a manner consistent with the community interest. They are more likely to adjust production, business policy or the size of the surplus rather than eliminate jobs. In some cases, employees, with proper assistance, can convert ailing private enterprises into viable cooperative enterprises, or groups of unemployed persons can be encouraged to establish cooperatives, possibly by converting their unemployment benefits. Cooperatives, often in partnership with private enterprises, also can aid the redevelopment of areas of concentrated unemployment. Cooperatives, moreover, represent a useful transitional form of enterprise for artisanal industries wishing to move from traditional to more modern structures of manufacturing activity. In addition, savings and credit cooperatives, as well as other forms of cooperative enterprise, can promote equality of opportunity and enhance the economic status of women.

> Governments, in close cooperation with national and international cooperative organizations, should promote and support cooperative business enterprises.

106. In many countries the informal sector is a major source of employment creation and will be so for some time to come. For numerous people with limited capital and no access to organized credit or other markets, owner-operated informal sector enterprises represent the only avenue to self-employment. Governments, therefore, need to pay greater attention to the informal sector in policy design and implementation.

> Governments should ensure that policies and regulations do not discriminate against informal sector enterprises and should assist them to become more productive through access to credit on affordable terms, training in basic management skills, strengthened market linkages with the rest of the economy, and improved premises and other physical infrastructure.

## D. Reviewing sectoral priorities

107. The amount of employment generated by growth is influenced by where the growth occurs. In this regard, in establishing sectoral priorities and selecting policies with a view to employment creation, it is necessary to take account of the geographical distribution of population, the level of development and the effects of the prolonged economic crisis dating back to the beginning of the 1980s.

108. For many developing countries, agriculture remains the dominant sector of the economy in terms of labour absorption. Efforts aimed at boosting agricultural productivity and diversifying crop production are essential, but

the capacity of agriculture to find work for a growing rural labour force is limited. Therefore, it is essential to promote non-farm activities, such as light manufacturing, cottage and artisanal industry, processing of farm commodities, aquaculture and fisheries, and wildlife conservation.

109. Non-farm activities are vital to providing jobs for members of the rapidly growing rural labour force of many developing countries, large numbers of whom often migrate to urban areas in search of jobs. They also provide production inputs and consumption goods for farms and farm households. But as the demand for the products of rural industries is in large part determined by the level and distribution of farm incomes, strong agricultural performance is also needed to enhance the employment and income-generating capacity of the rural non-farm sector.

Government policy and international assistance programmes have to effect simultaneous improvements in rural farm and non-farm production, aiming for greater diversification in economic activity and employment.

110. Investment in infrastructure is important for promoting employment and developing rural areas, particularly in those countries with large rural populations. Labour-intensive investment programmes and projects combine unemployed and underemployed labour with other local resources for the purpose of constructing durable assets ranging from feeder roads and irrigation works to schools and low-cost housing. Beyond the short-term direct employment generated during the construction phase of, for instance, irrigation and afforestation projects, their subsequent operation and maintenance offer prospects for both direct and indirect long-term employment.

111. In a large number of countries, industrialized as well as developing, there is a substantial infrastructure deficit in urban areas. Roads, bridges and sewer systems are often in serious need of maintenance and repair. Many inner-city neighbourhoods require considerable physical and social improvement. The costs of addressing such problems may well be less than the financial loss to societies due to the ravages of drug abuse, crime and juvenile delinquency, and the longer-term debilitating effects of despair and social disintegration. Investments in economic and social infrastructure, in addition to contributing to social objectives in these areas, can create, maintain and rehabilitate community assets and generate employment in the process.

Labour-intensive, local resource-using investment programmes and projects should be encouraged with a view to generating employment and creating durable assets in rural areas of developing countries.

Investments in urban infrastructure should be more broadly viewed and assessed in terms of the multiple economic and social objectives they can serve.

112. Developed and developing countries alike can create employment through a commitment to environmental management and sustainable development. In the short term and at the microeconomic level, sometimes there may be a trade-off between environmental quality and employment growth. But in the longer run, environmentally unsustainable economic activities are unlikely to survive, while

the efficient use of human and environmental resources can be mutually reinforcing. To cite just one example, drawn from Agenda 21, the improved management of forests can increase the production of goods and services and, in particular, the yield of wood and non-wood forestry products, thereby helping to generate additional employment and income as well as additional value through processing and trade of forest products.

Such activities as the conservation and management of natural resources, the promotion of alternative livelihoods in fragile ecosystems, and the rehabilitation and regeneration of critically affected and vulnerable land areas and natural resources should be encouraged.

113. For an increasing number of developing countries, export expansion can play a dynamic role in economic growth and employment creation. The key elements are an aggressive penetration of export markets facilitated by a general openness towards foreign investment and technology, and various degrees of government support to help enterprises gain access to imports at world prices, finance exports and enter foreign markets. Many export-oriented enterprises, in addition to absorbing large numbers of workers, can shift over time to more sophisticated, skill-intensive production methods and diversify exports, with wages as well as skill levels rising in the process.

Governments and employers should continually reassess their comparative advantage in the competitive global marketplace and seek to upgrade product content and production methods, while expanding and diversifying exports.

114. Within the manufacturing sector, industrial conversion is an area of potential labour displacement which calls for special tripartite attention. Although relevant to other declining industries such as steel and shipbuilding, it is defence manufacturing where the employment consequences of industrial conversion are perhaps most pronounced today. The phasing out of production or total closure of a plant can have a concentrated economic and employment impact on a particular local community or region. Workers may face the prospect of long-term unemployment.

While labour mobility, retraining and maintaining adequate levels of social protection should be used to ease the burden and facilitate redeployment of many workers, there also should be efforts, where economically and organizationally feasible, to find alternative yet profitable uses of available plant, equipment and skills, with a view to minimizing labour dislocation and skill wastage.

115. Over time as manufacturing evolves, the service sector assumes growing importance as a source of employment. While the service sector, like manufacturing, is affected by labour-displacing technological change, and much service employment consists of low-paying, "low tech" jobs, the sector offers considerable potential for the creation of productive and satisfying jobs. Many service jobs are highly skill-intensive, well paid and, adjusting for hours worked and quality improvements, show rising productivity

Employment policy should be used more extensively to encourage, with incentives, and to facilitate, with supporting assistance, the creation of a greater number of skill-intensive jobs in the service sector.

## E. Redefining the nature of work and employment

116. It is necessary to broaden the very conception of work with a view to creating the possibilities for greater number of persons to participate meaningfully in worklife. There is a great deal of socially useful work that could be performed within the framework of a wider conception of productive work and employment. Care for ageing populations, humane responses to the needs of the homeless and instilling social values in children are just some of the personal and human services that need to be carried out more extensively. While such work cannot replace more traditional forms of self-employment and wage employment, it is becoming increasingly important and deserves fuller attention as a complement to other policy action. The institutional and policy challenge is to create mechanisms which encourage greater performance of socially useful work by combining the functioning of the market with the values and motivations which underlie much present-day volunteer activity. A related challenge is to address the fact that too much work performed by women currently goes unrecognized and unremunerated. Greater financial recognition of women's multiple roles both within and outside the household could improve their status, economic independence and treatment within society.

Governments and the various actors in civil society should engage in an active dialogue on the possibilities and institutional requirements for the wider introduction of a broader conception of work and employment.

117. While the central aim of employment-centred policy and development strategy should be to create more and better jobs over time, attention could also be given to voluntary work-sharing. This should not take the form of increased involuntary part-time employment, which is a particular problem for many working women. The aim is to combine formal employment with other activities for those men, women and young people who seek alternatives to a full-time job. Conventional part-time employment and more innovative work-sharing and job-sharing arrangements may be welcomed by many single parents, spouses or partners who need to divide their time or wish to share employment and family responsibilities more fully, young people who could benefit from combining education and training with work, elderly workers desiring a phased retirement and disabled workers preferring a shorter work week. While examples of alternative working arrangements can be found in all societies, any acceleration of the move in this direction will require broader-based changes in attitudes and accompanying institutional arrangements. In industrialized countries, where for many decades now the traditional life cycle has consisted of successive periods of education, employment and retirement, the time is ripe to seriously consider and actively encourage alternative lifestyle patterns, as well as greater alternation among activities.

Governments should examine personal taxation and social security legislation with a view to ascertaining how provisions could be changed to facilitate much greater flexibility in the division of a person's time

between education and training, paid employment, volunteer activity and other socially useful forms of work, family responsibilities, and leisure and retirement.

## F. Focusing on specific needs

118. Young people, woman workers, the long-term unemployed and migrant workers are some of the groups of people with special needs who require additional forms of assistance. Young people struggling to find a first job, women performing multiple roles that leave them overworked and underpaid, migrants facing unequal job opportunities, disabled workers confronting discrimination, older workers compelled to overcome negative stereotypes, and indigenous and tribal peoples, who are among the poorest, least protected and most vulnerable groups in society, all share in common their disadvantage in securing and/or retaining good jobs. While all such groups can benefit from a major upturn in employment-generating activity, each experiences particular job market and employment problems of a qualitative nature that call for specific, well targeted, supplementary forms of assistance.

Programmes for disadvantaged or vulnerable groups, in addition to reflecting a true understanding of the underlying problems of each group, must pass the test of being both equitable and efficient. They require continuous monitoring and periodic evaluation to ensure that they are reaching their intended beneficiaries and producing results which are sustainable.

119. Young people in growing numbers across the globe are out of work and often running out of hope. They are particularly prone to drug abuse, criminal activity and violence. Only through productive work opportunities can they be helped to gain a foothold in working life and to assume active and meaningful roles in their societies in the years to come. High fertility rates require that productive jobs be created for a continually growing labour force under conditions of already widespread unemployment and underemployment.

More general measures aimed at expanding productive employment and reducing unemployment must be complemented by specifically designed and targeted youth training and employment programmes. Young people should be assisted through a combination of programmes providing basic knowledge, technical and social skills, work experience and temporary employment. Youth schemes and special youth employment programmes should serve the purpose of preparing young people for durable employment opportunities or facilitating their self-employment.

120. A rising proportion of unemployed youth also form part of the long-term unemployed, although the latter problem cuts across the full spectrum of the working-age population. Mid-career and older workers trapped in long-term unemployment can suffer an erosion of their skills and a loss of human dignity.

Assistance packages for the long-term unemployed should place special emphasis on retraining, counselling and job search components.

121. Migrant workers have made an important economic contribution to the countries of immigration and, in the process, generally improved their own employment and income situation. When the hiring of foreigners is demand driven, it tends to be entirely beneficial. But growing inequalities between countries have increased pressures for emigration in excess of the entry levels fixed by host countries. As a result, there is an increased temptation to migrate illegally, with all the risk of exploitation that this involves. Active cooperation is required to maximize the benefits of migration, as well as to facilitate the reintegration process of returning migrants.

There is a need for greatly intensified international cooperation and assistance among countries of emigration and immigration, which would be in the interest of both.

122. Women have specific needs requiring employment policies that aim to improve their situation and extend well beyond job creation. It is therefore necessary to strive for changes in attitudes, roles and relationships at the workplace, within the household and within society at large.

In focusing on the specific needs of women, policy makers and the various actors in civil society should place greater emphasis on women's multiple roles and on how these both influence and are influenced by their employment status. Attitudes, the division of labour based on gender, and institutional support systems must change accordingly.

123. For the labour force generally, and for groups with special needs in particular, efforts must be made to achieve a better match between labour supply and demand and to help workers to adapt to continually changing labour market conditions. The timely provision of relevant and reliable information on employment opportunities can assist individual workers to better orient their job search and facilitate more coherent patterns of labour force movement across the economy. In addition to their traditional task of seeking to place unemployed workers, public employment services can help raise job seekers' level of employable skills, develop, operate and evaluate special employment programmes, and manage worker redeployment and relocation schemes.

The international community and, in particular, the relevant organizations of the United Nations system, can help to strengthen the capacity of national administrations in many developing countries and economies in transition to collect and effectively utilize labour market information. Greater assistance could be provided in the construction of appropriate indicators and the collection, compilation and analysis of the required information for policy purposes.

Public employment services can be strengthened to enable them to play a more direct role in assisting workers to adapt to a changing job market. In consultation with employers' and workers' organizations, public employment services also might coordinate such complementary functions as unemployment insurance, employment counselling, training, job search and placement.

## G. Enhancing the quality of employment

124. An employment-oriented approach to development does not imply creating or condoning any type of work. It requires improvement in the quality of both existing and new jobs. Technological improvements have eliminated many jobs which were hazardous, arduous or unpleasant. Yet there is considerable scope for further progress. An example of the dichotomy between more jobs and better jobs can be found in the fact that while more women are employed worldwide today, most of them are still clustered in low-paying, low-skilled jobs offering little or no potential for advancement. The aim is to create more, and better, value-adding jobs, to provide people with the qualifications to fill them, and to facilitate the matching of suitable jobs and qualified workers.

125. In broad terms, the quality of employment covers the content and methods of work; the income received; working conditions, including safety and health practices; the terms of employment, including job security; equality of opportunity and treatment; and the nature of the employer-employee relationship. Higher quality employment increases motivation and productivity and leads to higher quality work. It is the most productive enterprises, in turn, that directly or indirectly create the most employment over time. High quality jobs can thus be seen as good for workers and employers alike.

126. Improvement in the quality of jobs, just as in the number of jobs, is a fertile area for social dialogue between public authorities and democratic and representative institutions and groups, including employers' and workers' organizations. Thus, importance is attached to sound industrial relations systems based on freedom of association and the right to collective bargaining.

127. Fundamental to the quality of employment is safeguarding the basic rights of workers. Standards in such areas as the abolition of forced labour, freedom of association, the right to organize and to collective bargaining, equal remuneration, the abolition of child labour and the elimination of discrimination in employment have been widely ratified by Governments, but their application and enforcement can still be strengthened. Special attention needs to be given to the total abolition of forced labour and the progressive elimination of child labour, especially in its most abusive and exploitative forms. Overall, only employment which safeguards the basic rights of workers should be promoted. Employment which does not meet minimum standards must be upgraded.

> Governments should more strictly observe their obligations under the standards which they have ratified in the field of human rights.
>
> Employers' and workers' organizations, non-governmental organizations, and human rights and community groups should all play an active role in seeking greater protection of working children and the progressive abolition of child labour.

128. The rights of migrant workers also should be respected and protected. The international community has shown that it is aware of the special problems faced by migrant workers and members of their families, particularly in respect of employment and social integration in the host countries. The International

Labour Organization adopted the Migration for Employment Convention as far back as 1949 and supplemented it in 1975 with the Migrant Workers Convention. In 1990 the United Nations General Assembly adopted the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, but it has not yet entered into force.

Governments should ratify existing instruments pertaining to migrant workers and strive to implement their provisions.

129. Efforts to improve the quality of employment should take account of the special circumstances of the informal sector. Informal sector enterprises operate outside most protective regulation. They cannot afford the financial burden of conforming to large numbers of regulations; yet the fact that, to a large extent, they operate beyond the law reinforces their precarious existence. The aim, therefore, should be the progressive extension of basic labour standards and forms of social protection to the informal sector without choking off its ability to employ people.

In priority areas of protection, such as occupational safety and health, informal sector enterprises and workers should be provided with information and guidance on how to reduce risks often through the application of simple and inexpensive measures.

130. If a major policy goal is to gradually improve the overall quality of employment and to enable workers to move from low productivity, dead-end jobs to better quality jobs, then education and skill levels have to be raised for large segments of the labour force in many countries. Well-defined educational priorities and greater investment in appropriate education and training systems can enhance the quality of the workforce and improve its chances of holding better jobs. Experience has shown the value of promoting high-quality universal primary education in particular. In East Asia, for example, basic education for all and wide access to secondary and higher education has provided a foundation for shared growth and contributed substantially to upward mobility. But it is estimated that at least 130 million school-age children globally are not enrolled in primary school and their number may grow to 162 million by the year 2000.

131. It is therefore necessary to identify and eliminate the factors leading to unequal educational opportunities on the basis of gender, income, residence, and ethnic or cultural differences. Improving basic employment literacy has to remain a high priority. At the same time, the growing obsolescence of many skills and the increasing demand for newer skills require the establishment of effective links between education and the world of work, as well as arrangements for continuous learning.

There is a need to develop more effective forms of collaboration among public sector institutions, private for-profit institutions, and private non-profit institutions and cooperatives, with a view to building better bridges between education and training on the one side and employment and working life on the other.

132. A solid general education provides good grounding for the acquisition of specialized skills and for renewing, adapting and changing them more rapidly. Training programmes have to be more responsive to the changing job market and also ensure equitable access to training opportunities. Training of the long-term unemployed to facilitate their reabsorption in productive jobs is especially needed.

Training policies should offer incentives for enterprises to provide, and workers to acquire, training on a continuous basis as part of a process of adapting to changing technological and skill requirements. Well-designed and adaptable vocational training and apprenticeship programmes are important and should be encouraged and supported through technical assistance programmes, including those of the United Nations system.

133. Practical measures are required to improve the efficient and non-discriminatory operation of labour markets. Such policy efforts include stimulating the demand for labour; identifying skill shortages and surpluses; providing orientation and counselling services and active help in job search, and occupational choice and mobility; offering advisory services and support to enterprises, particularly small enterprises, for the more effective use and development of their workforce; helping young people to develop needed skills and find a first job; and establishing institutions and processes which reduce discrimination and improve the employment possibilities of groups that are disadvantaged in the job market.

Governments, together with employers' and workers' organizations, should more widely introduce, help to implement and monitor the results of active labour market policies.

## IV. SOCIAL INTEGRATION

### A. Revisiting social integration

134. Our societies are each the unique product of distinct local histories, but they all have this in common: they typically embrace different cultures and linguistic, ethnic or religious groups; and citizens differ in their perception of their economic interests, of the good society and their place within that society. We draw strength from this diversity and see it as enriching and giving vigour to our communities.

135. We recognize that the concept of social integration is both complicated and potentially deceptive. Social integration may take various forms, depending in part on the context in which it is pursued. Individuals are not alone but belong to social networks. They are members of families, communities, ethnic or religious groups, nations and, increasingly, a global society. Individuals may be integrated in varying degrees in one or more of these networks, and disintegration at any one particular level may not, in itself, be a cause for concern but must be evaluated in the context of the entirety of social networks. Not all kinds of integration are equally valuable and some are clearly undesirable, such as hierarchical integration and coercive integration. The

objective of social integration cannot be pursued at any cost but only in so far as it is consistent with certain basic human values.

Protecting the integrity of indigenous and tribal cultures and ways of life is an important goal. To achieve this, it is essential that legitimate representatives of these peoples participate fully in defining economic and social policies affecting their life.

136. We believe that the aim of social integration is not to eliminate differences but to enable different groups to live together in productive and cooperative diversity - within our national borders and in the wider setting of the "global village". An integrated society should be able to accommodate differences within a framework of shared basic values and common interests. We thus seek to promote a pattern of development that is consistent with justice for the individual and harmony among groups and countries.

137. We also recognize that such harmony is always precariously maintained. We have seen and even experienced, the effects of polarization and fragmentation, of violence in its many manifestations and, on occasion, total social breakdown. In this context, we recognize that rapidly widening disparities - political, economic, social - whatever their origin, need to be addressed.

## B. Protecting diversity based on shared values

138. A viable society will need to accommodate diverse interests and cultures within a framework of shared basic values. The main elements of such a framework are to be found in the international human rights instruments adopted since the founding of the United Nations. Central to their message is the conviction that unity may best be fostered by tolerating diversity, that dissenting views should freely coexist with the dominant values of society, and that "a society for all" should be able to adapt to the needs of its various constituent groups. In such a context, interaction among diverse peoples, ethnic and religious groups, cultures and sub-cultures is a positive force for creativity, innovation and change.

139. When all groups in society feel that the institutions of government are responsive to their needs, differences in wealth, income, occupational prestige or social status are accepted, especially when seen to uphold a system which rewards the special contributions of those who show enterprise, take risks, work harder or distinguish themselves in various other socially useful ways.

To protect diversity within a framework of shared values, three types of measures should be taken:

(a) In the public sphere, by assigning responsibilities to the different levels of government to take account of the interests and cultures of citizens in different regions and localities while serving the broader national interest;

(b) In the market sphere, by recognizing the social value of organizing functions around an economic interest, allowing autonomy of decision-making to diverse agents of society in pursuit of their goals;

(c) In the sphere of civil society, by fostering a climate that favours organizations championing a range of civic objectives and that assists individuals in their interaction with both government and the market.

140. If the institutions of States lose the capacity to safeguard the interests of all citizens, irrespective of ethnicity, creed or belief, the tendency towards social disintegration is encouraged, sometimes leading to group violence and civil strife. Such conflict has obvious negative consequences for development, including a rapid increase in the number of internally displaced persons and refugees.

Conflict resolution must include attention to social aspects of reconstruction, including encouraging processes and institutions which enable rehabilitation and reconciliation among previously hostile groups. Post-conflict recovery not only must include a resumption of development activities interrupted by hostilities, but also represents an opportunity to address development in a different way, with more articulate emphasis of social considerations. The support of the international community for consolidating solutions and for preventing the recurrence of social conflict is essential.

## C. Ending discrimination in all its forms

141. The idea of "us" and "them" is age-old. Group loyalty can often be a positive force, while peoples' discomfort with others who are different is mostly harmless. What is socially harmful and disruptive is systematic discrimination by the majority against minorities, or when a stronger group suppresses the rights of weaker groups.

142. Social antagonism and accompanying discrimination tend to be strongest when fundamental economic stakes are involved, when there is sharp competition for access to land and other resources, and for work, public services and benefits. Periods of economic distress normally exacerbate such tensions. Conflicts can also be aggravated in periods of achievement when the fortunes of different groups diverge markedly.

Ending institutionalized discrimination in the public sphere should be a realistic objective and must be a priority of policy. Appropriate legislation is needed to counteract discrimination. Insisting on non-discrimination in the administrative codes and ordinances of public institutions is another measure that Governments can take. This can be reinforced by all public institutions setting a good example.

Given the long-standing discrimination against women, based on their traditionally subordinate roles to men, special efforts are needed to develop policies to end discriminatory practices in employment, education and access to public services, as well as in other domains.

The concept of civil and political rights has proved powerful in providing individuals and groups subject to discrimination with the means for correcting injustice and enhancing social integration. Governments can promote this process by clearly stating the rights which all citizens can expect to enjoy and by ensuring that the legal system is open to all as a remedy for limitations on those rights.

In the aftermath of violent and prolonged conflicts, the international community should assist countries and communities in securing reconciliation among groups, reconstructing social institutions that have been destroyed, reintegrating displaced persons and re-establishing the rule of law and respect for human rights.

## D. Promoting equal opportunity

143. The end of de jure discrimination, while essential, is typically only the first step to non-discrimination de facto, to the betterment of the quality of the lives of women, ethnic groups, migrants or disadvantaged and marginalized groups. The economic, educational and other disadvantages that are the result of past discrimination can perpetuate inequality for a long time after the formal discrimination ends. Legal prohibition of discrimination, even if rigorously enforced, cannot by itself eliminate social discrimination.

Efforts on a wide front are needed to promote equal opportunity for all, especially in education and employment. There is a need to ensure that such efforts do not provoke a sense of "reverse" discrimination. Arbitration and conciliation procedures should be developed at local and national levels. Systematic evaluation of programmes to promote equal opportunity and of their effectiveness is needed, as well as a systematic exchange of national experience, particularly at the regional level.

144. Recalling the earlier analysis and proposals relating to poverty and employment, it is evident that equality of opportunity can most easily be fostered in a context of expanding economic horizons and employment, goals already identified as important social objectives in themselves.

Where economic growth, structural transformation and technological change are destroying skills and institutions and threaten to marginalize people, or even entire communities, specific measures are needed to encourage new economic activities and the speedy reabsorption of displaced workers.

## E. Education as an integrating force

145. Formal education is now the principal means of socializing children and provides their first opportunity for interaction outside the immediate family. Access to education and the quality of education condition opportunities in later life. The education and training of young people prepare them to cop with their world and their future, including their professional life. The

prospects of first-time job seekers will depend on the content of the educational curriculum and the nature of the training received.

146. From the perspective of social integration, therefore, equal access to basic education - and thereby to knowledge and information - is vital, as the effective social functioning of groups and individuals in a modern economy increasingly depends on it.

147. Access for all to basic education is also vital to the fostering of shared values in a society and to the provision of a common starting-point for entering employment, pursuing opportunities in formal secondary or higher education and active participation in civil society. Universal access to primary education does not guarantee equality of opportunity in later life. It does, however, mitigate many existing social inequalities.

Enabling girls to complete their education is of fundamental importance. The long-term gains to society, and not just for the status of women, from the increased enrolment of girls in school are substantial.

When quality varies sharply at the level of primary education, it can perpetuate divisiveness while appearing to promote integration and equality of opportunity. Attaining greater uniformity of quality while raising general standards and expanding enrolment remain challenges which deserve priority attention.

Special attention needs to be given to the provision of school facilities for children in sparsely populated and remote areas, for children of nomadic, pastoral or migrant parents, and to securing access to schooling for street children or children caring for younger siblings or disabled or aged parents, for disabled children and for children stigmatized by society for any reason.

Education should be seen as a powerful tool against discrimination. Education policy must also strike an appropriate balance between promoting the common values on which a society is built and preserving an organic diversity of regions, cultures, languages or religions, as well as pedagogic content and orientation.

### F. Establishing the principles of access to the institutions of the State

148. For a society to be truly integrated, it should be based on the principle of equal treatment of those in the same circumstances in matters of law, taxation and the provision of public services - education, health care, shelter-related services, social welfare or developmental services - while recognizing the need for differentiated treatment to allow for differences in individual circumstances.

149. How resources should be most efficiently distributed to meet the needs of different claimants will depend also on the overall level of provision. Social equality through public intervention is best promoted by universal provision

when the resources are relatively easily available and by targeting when the resources are particularly scarce. When scarce resources are thinly spread to provide universal or wide coverage, quality tends to suffer. Those with adequate means will then tend to seek better private provision, undermining the integrating function of the public services.

From the perspective of social integration, or the objective of maintaining social cohesion, it is important to keep a balance between universality and quality, between accessibility for the poorer segments of society and continued interest in participation by those who are better off, and between protection of the weak or vulnerable and the promotion of the interests of broad segments of society. A pragmatic approach is to concentrate on policy measures to meet the needs of wide segments of society, supplementing such measures with programmes aimed at groups with specific problems. In this way, access to the opportunities available through general policies is facilitated.

### G. Responding with special measures to special social needs

150. In order to mobilize efforts or resources for any policy or programme, there must be either strong support from vested interests or a notion of social solidarity. By definition, disadvantaged or marginalized groups do not have the power to advance their own cause, but must appeal to social solidarity or the common interest.

151. Public support has tended to be strongest for programmes which may benefit population groups much larger than the group of actual beneficiaries at any one time. In this category belong, among others, unemployment and disability benefits.

152. From the perspective of social integration, it is important to engender a sense of shared interest and universal access to certain services. Where quality is of major importance - education being a particularly prominent example - a public system that does not serve the better-off strata but mainly the less well-off tends to fall short on quality. Such a system will tend to perpetuate the very divisions it is seeking to redress. Voluntary opting out by the middle classes may be as serious a problem as their privileged access to public services.

Policies for the disadvantaged should be designed so as to secure and retain public support on a scale commensurate with needs.

153. An important principle being stressed in the framing of social policy is that the emphasis should be on special needs rather than problems. A positive attitude emphasizing needs rather than a negative attitude emphasizing problems is in the spirit of a society able to accommodate differences; it is also more likely to mobilize and sustain public support in the long run.

154. Needs change over time and it is important for institutions and public policies to be able to adapt, to change and preferably to anticipate change.

However, there are certain groups such as the aged and the disabled whose needs are widely accepted:

> Where demographic change is towards an ageing of the population, public resources and policy attention need to be reoriented, and public services adapted so that older persons can maximize their contribution to society, in the spirit of "a society for all".
>
> Policy concerning disabled persons must focus on the abilities of persons with disability rather than on their disability; on the contribution they can make to society rather than their claims on society; and on their dignity and rights as citizens rather than as objects of charity or welfare.

### H. A shared concern: fair treatment outside one's country of origin

155. Discrimination against strangers is age-old. Strangers were defined only recently as inhabitants of a nearby village; now, more typically, they are seen as citizens of another nation; as foreigners inhabiting, or making claims on, another State; or as refugees or migrants.

156. Notions concerning the freedom people have to migrate in search of a better life and their right to cross national boundaries and settle in other countries have differed over time and from place to place. Migration today occurs on a massive scale and is unlikely to diminish in the near future; it is more likely to increase.

157. The capacity of societies to absorb migrants varies. The limits of absorption will depend not just on numbers but also on the objective conditions in the host society.

> Targeted government measures as well as the example they set for the efforts of the institutions of civil society can help shape positive attitudes towards migrants. Policies to protect migrants and to promote decent conditions for them will enhance their contribution to the host society and help to maintain social tranquillity. Migrants, once admitted, have the right to the full protection of the laws of the host society.

158. Migrant children and second-generation migrants often face a particularly difficult situation. Having acquired the expectations of their local peers, they do not easily accept the values of their migrant parents or willingly tolerate the hardships their parents have faced, and yet they are often confronted with lifelong discrimination as outsiders. While their parents are typically integrated into the host economy, although often in subservient roles, these young and second-generation migrants are often in danger of being marginalized or excluded from society; or they may be forced to repeat the subservient experience of their parents.

> Preparing these young people for work and breaking down barriers of hostility and exclusion are two essential dimensions to government efforts

to improve relations between migrant and host populations and, more broadly, to promote social cohesion. Again, specific measures on the part of government as well as other social agents are needed to meet their particular concerns.

159. The problem of international refugees has increased dramatically in recent years as a result of increasing nationalistic, ethnic and communal tensions and social disintegration in a growing number of countries, with the number of refugees increasing from 2.5 million in 1970 to 18 million in 1993. The need to provide asylum for and to protect refugees is greater than ever before, but the limits of the absorption capacity of receiving countries means that new approaches to the problem are urgently needed.

The international community must not only ensure the protection of refugees, but must also expand and improve its efforts to promote social reconstruction and reconciliation in the countries of origin of refugees, allowing them to return home safely and voluntarily and assisting them in the process. Improved mechanisms on both the national and international levels are also urgently needed for identifying and resolving social conflicts before they become violent and generate new waves of refugees.

## I. Bringing government closer to the people

160. Social integration also means bringing government closer to people. This can take many forms: devolution and decentralization; promoting grass-roots and non-governmental organizations; direct participation; and new forms of partnership between public authorities and the private corporate sector, including new forms of privatization.

161. There are many indications of a desire for change in the management of public institutions and in the way government responds to citizens' needs. Such change would build on what government has done effectively in the past, correct practices that have been shown to be ineffective, and abandon those made obsolete by time.

162. In countries where the State organizes or provides directly a wide range of benefits and services and has built up a considerable and complex administrative system to manage its extensive activities - and this group would include both older and newer market-based societies - there is the need simultaneously to improve efficiency and accountability and to humanize the bureaucracy.

One approach to improving public services is devolution or decentralization. Decentralization efforts need to reconcile efficiency, accountability and quality or relevance of service. More attention needs to be given to the optimal scale on which services should be organized and how to match them with corresponding administrative and jurisdictional entities. The appropriate scale differs, depending on whether the emphasis is on efficiency, accountability or quality, and the optimal scale varies for different services. Experience suggests no easy solution, but some reforms clearly have worked better than others, and experience here could be shared more widely among countries and, especially, local authorities.

163. A common dissatisfaction is that government services are "supply driven". What is provided and how should not be determined primarily by institutionalized interests that have privileged access to government through formal consultative channels and through other networks. The "client" must not be lost in a bureaucratic maze and forced to take what he or she is offered by "those who know best".

To reorder the systems of providing public services in a way that responds to "client" needs and at the same time meets the test of efficiency, the following measures commend themselves: the creation of so-called "internal markets", when beneficiaries are given the opportunity to select among a number of public providers of goods and services; the involvement of non-governmental organizations in the design and delivery of services; and expanding choice through a "voucher" system, tried in several countries at national and sub-national levels. Other means include subcontracting services to private providers, setting performance targets for public entities and involving citizens' groups in monitoring performance.

## J. Creating space for civil society

164. In all societies, needs are met through different means and channels: the actions of government, at different levels; the commercial activities of private enterprise; and the interaction of the institutions and networks of civil society, including non-governmental organizations of many types, professional associations, trade unions, civic groups, self-help and community groups, cooperatives and informal groupings. The latter are distinguished by their often voluntary nature and shared interest.

165. In industrialized countries many of the functions traditionally undertaken by members of the family, especially by women, the kin group or community, have been gradually organized and professionalized and are now performed by public or private agencies, both for-profit and not-for-profit. In recent years attention has shifted to the role of the institutions of civil society, the community and the individual regarding the distribution of responsibility in performing these roles. In developing countries traditional institutions, including the family, are undergoing rapid change, sometimes eroding and therefore losing their ability to serve the community in the discharge of caring, socializing and general support functions. The rapidity of change - as symbolized, for example, by the rate of urbanization and internal migration - in relation to the growth of resources makes it impractical to contemplate widespread resort to the solutions found in an earlier period by the industrialized countries. This naturally concentrates attention on the need to emphasize institutional development as part of the broader effort to maintain social cohesion in rapidly changing societies.

166. The institutions of civil society can play an increasingly important role in mediating between the individual or immediate family and the government or privately organized commercial sector. Many needs are met through reciprocal and self-help arrangements and are especially important where the population is mobile, is trying to establish new roots and has limited financial resources. It is important for government, especially local authorities, to encourage

self-help activities through such networks, which provide mutual assistance and a means of combining the limited resources of Governments with community resources.

Given the scarcity of resources, a priority for government action is support for the development of self-help organizations that may mobilize the people concerned, provide services and work with government to improve public services. Government can be instrumental in establishing an appropriate climate in which such institutions and initiatives can flourish. To this end, it can enact legislation, review and simplify administrative practices that tend to stifle opportunities, and reach out through specific programmes to support a wide range of citizens' and grass-roots organizations. The role of the cooperative movement also needs to be highlighted. Cooperatives, quintessentially democratic organizations, deserve special attention in the broader context of fostering democratic, participating institutions. Many different forms of cooperation have emerged in recent years, bringing together producers, consumers, clients, or various combinations of these groups. Activities have expanded into many areas, covering a growing list of social services.

## V. MEANS OF IMPLEMENTATION AND FOLLOW-UP

### A. Guiding principles for implementation

167. As emphasized in the draft Declaration and the draft Programme of Action, social development and social progress require the participation and interplay of many actors. The first four chapters of this draft Programme of Action have identified a mix of policies and actions which Governments and other key actors, operating at different levels, can undertake with a view to eliminating poverty, creating more and better employment and enhancing social integration. These objectives cannot be achieved, however, through social policies alone, although well-designed, properly targeted and efficiently run social programmes and measures have an important role to play in addressing many social needs. But the nature and gravity of social problems is such that comprehensive efforts to address them must be reflected in economic policies, the allocation of resources and cooperative alliances among actors. Central to the overall effort to advance social progress must be a shared commitment by all the major actors to respect principles, accept responsibilities and pursue courses of action that promote the common good and greater well-being. Also, the manner in which different actors and different centres of decision relate to each other is of critical importance. This explains the frequent reference in the Programme of Action to institutional development. The cornerstone of a global undertaking of this magnitude must be a sense of greater solidarity among actors both within and between nations. It might take the form of a charter for social progress, a global strategy for the betterment of the human condition, a social contract for human security and human solidarity, or a global compact for social development.

168. Equity and solidarity imply that all members of society, starting with those who are weakest, poorest or among the most vulnerable, benefit from their fundamental rights. In all cases, the most basic human rights must be safeguarded. Individuals and groups also have varying interests and different

needs. As these cannot all be met simultaneously, a democratic process comes into play wherein agreement on a set of shared basic values provides a foundation for establishing the needs and interests whose fulfilment serves the common welfare. It is only through a continuing dialogue among the key actors, including the people themselves, at both the national and international levels that the common good can be defined and, as necessary, amended in the light of changing circumstances. In addition, the consultation process offers the best means for reaching agreement on implementation requirements.

169. The starting-point for establishing the foundation for solidarity at the national level is good government. Public authorities should set the tone, in political and ethical terms, in a manner which encourages the various other actors to assume their roles and discharge their responsibilities in promoting social development. The State plays a key role in shaping an enabling environment in which rights are respected, interests are reconciled, needs are met and responsibilities are shared.

170. Parts I-IV of the draft Programme of Action have called upon Governments to inter alia provide a stable legal framework, ensure respect for human rights, promote equal opportunity for all, especially in education and employment, put an end to de jure discrimination, promote and encourage the growth of representative organizations of the civil society, provide a framework for dialogue and negotiation among interest groups, ensure the sound management of the economy, construct and maintain needed physical and social infrastructure, design policies and incentive structures that encourage enterprise creation and employment-intensive growth, improve the access of the poor to productive assets and basic services and assist them through adequate schemes of social protection. But while each of these fields of activity is crucial for progress in the three core areas, a Government's commitment and enabling role transcends specific areas of policy action and institutional development. It is reflected in the adequacy of resources made available and the willingness to reorder budgetary priorities in an appropriate manner. It is demonstrated by a consistency in decision-making that adds up to a set of coherent, mutually reinforcing policy responses. It is illustrated by a willingness not only to ratify international instruments in the social domain but to strive, to the fullest extent permitted by national circumstances, to implement their provisions. And it is manifested not just by designing and carrying out programmes and projects but by developing a capacity to monitor and assess progress towards the achievement of stated objectives and established targets.

171. Within the framework of a sound enabling environment, private employers have a major role to play in establishing enterprises, generating wealth and creating jobs. They perform an economic function and have a critical social role. To exert fully all their responsibilities, private sector enterprises must remain competitive by raising their productivity and channelling investments into the development of new products and improved production methods. But employers also have a social responsibility to the larger community to give priority to employment considerations in economic decision-making and to work alongside local governments and members of civil society in designing and carrying out programmes aimed at raising the level of well-being in particular communities.

172. Parts I-IV have stressed throughout the major role that the various actors of civil society must play in advancing social progress and working to achieve social objectives. Their direct participation is essential in defining objectives, setting priorities, developing programmes, designing delivery systems, mobilizing people and local resources, providing services, and monitoring and evaluating results.

173. The historical role of trade unions and workers' organizations has been to make a powerful contribution to the definition and realization of social progress. In defending the rights and interests of their members, they have protected the weakest and enhanced the human condition. Under changing circumstances such a role is essential and must continue. Trade unions also contribute to social integration and, like employers, have responsibilities for the creation of an ethic of service and the definition of the common good.

174. Community groups can take many forms, ranging from organizations of smallholders and urban-based community development organizations to human rights groups. While their specific interests and tasks may vary considerably, they provide critical links between government and the grass-roots in raising awareness and properly setting out the true nature of particular social problems and then helping to shape responses that address the felt needs of the community involved. Among the types of tasks carried out are improving access to land, credit, markets, irrigation systems, basic education, primary health care and low-cost housing, participation in the planning and carrying out of relief and conservation efforts, and protecting working children and other vulnerable groups.

175. Non-governmental organizations can play an important role in assisting community-based organizations and in helping to foster and support local initiatives. Non-governmental organizations often can be enlisted to design and deliver services to local communities. But as many non-governmental organizations work with very specific clienteles, larger community interests may best be served through partnerships and coalitions of non-governmental organizations formed to address complementary sets or a broader range of community needs.

176. While many of the problems raised in Parts I-IV require immediate attention, increased social research and socio-economic analysis can greatly aid the formulation of sound, sustainable long-term solutions. Universities and research institutions are vital actors in efforts to deepen understanding of the causes and interrelationships among poverty, unemployment and social exclusion, to investigate the impact on the core issues of the changes occurring in the surrounding political and economic environment, to develop multi-disciplinary and cross-sectoral approaches to complex economic, social and political problems, and to organize exchanges of experience and wider dissemination of research findings. The media too has a major role to play in publicizing progress or failure in meeting social development objectives. It also has a responsibility to draw attention to the causes, manifestations and possible solutions to social injustice and abject social conditions.

177. Cooperation at all levels, between government and the major actors of civil society, as well as among the latter actors and institutions, underpins the very

notion of a global strategy for social development and, in a sense, is the essence of social progress. Examples of areas where such cooperation is essential include designing policies for the eradication of extreme poverty; planning for the employment effects of new technologies; building better bridges between education/training and employment/working life; addressing the institutional requirements of a broader conception of work and employment and alternative life-cycle patterns; protecting children and striving to progressively abolish child labour; eliminating discrimination and achieving equality in the relationship between women and men; and protecting diversity based on shared values. The realization of the Summit's aspirations and the sustainable implementation of its goals will depend on the involvement and efforts of people everywhere, working within their communities. It is therefore necessary that the various actors support, in particular, the development of education initiatives at the local, national and international levels to equip people with the kind of knowledge, skills and attitudes they will need to participate actively in furthering the Summit's aspirations and goals.

178. There are instances, however, where a significant divergence in interests greatly reduces the motivation to cooperate. Where cooperation proves difficult, it is important to foster the use of mediation, arbitration and other consensual forms of conflict resolution. A charter for social progress anchored by the principle of solidarity would require well-defined, generally accepted procedures for conflict resolution and problem solving.

179. A global compact for social development also would call for much greater international cooperation and support and a major unified effort by the United Nations and the United Nations system. Parts I-IV have pointed to a non-exhaustive list of areas where the United Nations and its specialized agencies can play a heightened role. These include eliminating all forms of discrimination, conducting research on the causes and remedies of poverty, carrying out emergency relief, strengthening technology institutions and policies, enhancing education and training programmes, improving job information for workers, and promoting the ratification and fuller implementation of international instruments that safeguard human rights. But going beyond what individual United Nations programmes and individuals can offer in these and other areas pertaining to social development, there is a need for a more united thrust running across the system and greater visibility in the treatment of social issues.

180. There also is a need for greater dialogue and cooperation between those organizations with responsibilities in the economic field and those with a social mandate. In addressing the three core issues, the report has shown the close interrelationship between economic and social forces and associated policy formulation. Social objectives can only be achieved if supported by economic policies that are equitable as well as efficient. A strong "social pillar" in the international community calls for a careful blend of the economic and the social, linked by a commitment to achieve the objectives established for each of the three core issues.

B. Implementation and follow-up at the national level

181. To reflect the central priority of social progress and to achieve the objectives related to the three core issues of the Social Summit, Governments ought to elaborate national strategies for social progress. Countries typically develop strategies for particular sectors - housing, education, health care and social protection are examples - or for groups with special needs, such as unemployed youth. But the policies and actions required to achieve the objectives in the three core issues are and should be extremely diversified. Certain problems call for actions that are cross-sectoral or global in scope. Policies for social development relate to issues which have economic, financial, legal, institutional and cultural dimensions. National strategies for social progress should therefore integrate separate sectoral, issue-oriented and cross-sectoral policies and strategies.

182. In accordance with the orientations and guidelines of the draft Declaration and the draft Programme of Action, each country would establish its priorities and identify the policies and measures expected to have a high impact on social conditions. National strategies would seek to assign responsibilities and include all the main societal actors in their elaboration and implementation. The envisaged strategies for social progress would differ from traditional social planning by being wider in scope, but without sacrificing their focus on precise social objectives. Their scope would comprise the integration of economic, social, political and cultural as well as institutional, financial and legal dimensions and measures.

183. Within the context of national strategies, specific programmes would need to be conceived and implemented at various levels - national, regional, local. The responsibility of national and regional authorities is the provision of a variety of options, services and facilities to meet a wide range of community and household needs, while local and community institutions can help set more specific priorities at the local level. Strategies for integrated service delivery should be reviewed and explored. Such integration can take place at administrative, planning, policy and managerial levels or at service delivery points. However, where political structures are administratively weak, it may well be necessary, at least initially, to resort to simpler delivery mechanisms.

184. National strategies for social progress should also include national targets with an indicative time-frame, full costing as appropriate, and a mechanism for review and revision. The draft Declaration and the draft Programme of Action suggest precise objectives for the elimination of the most extreme forms of poverty, the elimination of all forms of discrimination and the reduction of inequalities of opportunity, access and justice. Targets are useful instruments to help define a problem more precisely, to mobilize the energies and resources needed to address it, to lend transparency to government policies, and to ensure accountability. Transparency and the creation of the analytical and institutional mechanisms for possible revisions of targets imply an efficient monitoring mechanism. This is one of the domains in which national Governments may wish to share experiences, inter alia, through the use of institutions of the United Nations and the United Nations system.

185. Another aspect of government action to implement the recommendations and commitments of the Social Summit will be to build, review or revise the institutional arrangements conducive to an integrated treatment of the core issues and their common elements, including the element of macroeconomic stability, as well as new and more comprehensive approaches to governance involving other less traditional partners, such as the private sector and non-governmental organizations.

186. There are many possibilities for promoting policy coherence, ranging from inter-ministerial committees to planning units attached to the office of the President or Prime Minister. While a functional division of responsibility within government and within the public institutions at various regional and local levels is imperative, integration should not mean "deprofessionalization" and confusion of roles. Equally imperative are arrangements and procedures through which each decision of a sectoral nature can be taken with a knowledge of other related decisions and of other sectoral and cross-sectoral objectives. Decentralized forms of governance and local government have a crucial role in facilitating the implementation of inter-sectoral strategies comprising a holistic approach, and supporting a participatory role for the community and, in particular, the underserved population.

187. Essential to success here is the administrative or institutional culture which imbues the relationship between persons and departments or offices with different responsibilities. If there is a shared perception in a Government, or in the local administration of a city, that a problem such as the elimination of poverty has priority, issues of coordination and conflicts of competence will not become dominant enough to jeopardize the achievement of politically accepted goals for social progress. At the same time the status of ministries and administrations responsible for "social issues", as a general rule, needs to be upgraded and integrated into the overall development and structural adjustment decision-making process. This also applies to the vocations associated with the delivery of social services and with social protection. In that sense again, there are strong cultural links between perceptions of roles and what is valued in a particular society, and society's capacity to address social problems.

188. The overall monitoring of the national strategies for social progress and more generally of the implementation of the goals, objectives and recommendations which constitute the outcome of the Social Summit should be primarily done at the national level. The results of monitoring would make an important contribution to a national debate on social questions and enhance the capacity of all actors at the national level to participate effectively and responsibly in the process of social development. Exchanges at the political, intellectual and professional levels should be stimulated by public authorities' organizing open discussions on the implementation of the Copenhagen Declaration and Programme of Action. It would be useful, again for the purpose of learning from the experience of others, if the results of the various national monitoring exercises were brought to the attention of international forums. The arrangements for such international exchanges are discussed below.

## C. International cooperation for social progress

189. An important objective of the Summit is to recognize the contribution to social progress of international cooperation at many levels and among many actors. Accordingly, the expansion of cooperation is encouraged and all actors are invited to intensify the search for new and appropriate channels and forms of development cooperation that meet the needs and use the potential of cooperating partners - official and private, multinational and bilateral - as well as of people themselves - individuals, families and communities.

190. Cooperation among Governments is increasingly essential in dealing with social issues that transcend national borders. Promoting reproductive health and responsible parenthood; containing the spread of diseases, including HIV/AIDS; regulating migration and protecting and assisting migrant workers and refugees; and controlling drug-trafficking and organized crime are among the more prominent areas for collaborative efforts. In some cases, bilateral arrangements may be adequate, but regional and multilateral approaches also need to be encouraged so that all countries have a voice in decisions that affect them directly or indirectly.

191. Regional or subregional groupings that have come into existence in all parts of the world in recent decades, originating as political, cultural or defence arrangements or for the purpose of expanding trade, provide further opportunities for cooperation in the social sphere. Members of such organizations are invited to explore new possibilities for deepening cooperation on social questions to support and complement cooperation in the security and economic domains.

192. Government-to-government cooperation on many social questions and the international exchange of ideas and information in informal or formal settings are recognized as valuable to national policy makers and other government experts. Also, within the social area, bilateral cooperation between donor government agencies and developing countries aimed at providing services of benefit to the poorest, is of considerable importance. More resources, therefore, need to be directed to social development purposes. To facilitate this shift and to make assistance more effective, both developing countries and donor agencies need to modify their approaches and procedures.

193. In developing countries more attention needs to be given to ways of achieving greater coherence in cooperation through the establishment of consultative mechanisms for assessing overall assistance needs at the country level, which can also serve as clearing-houses specifically for cooperation activities in the social area.

194. The assessment of assistance requirements will be facilitated if Governments, with the help of the international community, set up or enhance national databases to provide baseline data and information that can be used to measure or assess progress towards the achievement of the goals and objectives of this Programme of Action and other related international documents, commitments and agreements.

195. Development cooperation agencies in donor Governments should seek to establish closer links with all relevant developing country ministries, including those of social welfare, together with their provincial and local counterparts, and draw more on national professional expertise in the design of cooperation programmes. Government support to national capacity-building, through greater involvement in international exchanges and in the specialized training of personnel from developing countries, is recommended. Programmes and activities benefiting from external aid tend to be expert-intensive and dependent for their viability on outside resources. More attention is needed, at all stages of project design, to ensure that they lend themselves to wide replication at much lower "unit cost". More attention is also needed in both developing and donor countries to ensure that projects are designed with a view to assuring sustainable forms of financing after donor support ceases. Thus, in deciding investments in the social area, both parties need to consider more carefully the maintenance costs involved and the sources of funds for recurrent expenses, especially for staffing. At the same time, programmes could be supported more effectively with a more flexible approach to meeting local and recurrent costs, which tend to be particularly important in the social area.

196. Current donor procedures are time-consuming and place a heavy burden on personnel in developing countries, which ministries of social affairs find especially difficult to shoulder. There is a need to find mechanisms for sharing responsibility and accountability for action in programmes that cut across sectors or that involve more than one partner.

197. In addition to international cooperation among Governments, cooperation is extensive among non-governmental organizations and other institutions of civil society, such as trade unions, the cooperative movement, professional and trade associations, academic and research institutions and many others. Such cooperation is typically the spontaneous expression of shared interests. Governments can help to support and encourage such private efforts in a variety of ways, starting by taking care not to erect barriers to mutual assistance efforts by institutions of civil society. Governments can often assist the process by simplifying travel, visa and currency formalities, or by providing, in special cases, policy guidance, and technical and financial support.

198. Social policy, social experience and social analysis offer an immensely useful domain for exchange, dialogue and joint thinking and action. It is often neither necessary nor desirable to attempt to plan such cooperation. It is, however, extremely important to create a climate favourable to a "market for ideas" and learning from experience on matters of social development.

199. The creation of a "Youth Voluntary Service to the Community" at the world level should be considered. Under the auspices of the United Nations all countries would be invited to legislate the creation of a service that young men and women would join for a period of six months to a year. Communities would be selected only where there was an expression of interest and felt needs, and they would be encouraged to participate in the design of worthwhile projects and activities. Countries which have a military conscription would be invited to consider creating this service to the community as an alternative. Countries which do not have military conscription would be invited to establish such a service. Young people would generally serve in their own countries, but

machinery and possibilities would be established for service in other parts of the world, both developed and developing. The rationale would be to draw more fully on the unexploited potential of a powerful idealistic response, to instil in young people a sense of service to the community, at times giving them the opportunity to work and live with people of other regions and cultures. Such voluntary service would facilitate the passage between adolescence and adulthood and, when occurring in a foreign country, contribute to a greater sense of solidarity at the world level. The United Nations would provide the overall umbrella for such service and would contribute to its organization.

D. The role of the United Nations and the United Nations system

200. In Article 55 of Chapter IX, International Economic and Social Cooperation, the Charter of the United Nations establishes a cause/effect relationship between "conditions of stability and well-being" and "peaceful and friendly relations among nations". In the same Article, the Charter states that the United Nations shall promote, inter alia, "higher standards of living, full employment, and conditions of economic and social progress and development". The United Nations is also requested to promote "solutions of international economic, social, health and related problems", "international cultural and educational cooperation", and "universal respect for, and observance of, human rights and fundamental freedoms". Article 57 relates to the establishment of specialized agencies and to their relationship with the United Nations, and Article 58 states that "the Organization shall make recommendations for the coordination of the policies and activities of the specialized agencies".

201. The mandate of the United Nations and of the specialized agencies for international cooperation on social development taken in its broadest sense is therefore extremely extensive. The use that Governments have made of this mandate, and the capacity of the secretariats to assist Member States in promoting cooperation in the social domain, have varied during the past decades. In addition to the activities of specialized agencies and programmes on employment, education and culture, health, population, refugees and the situation of children, there has been a growing tendency in the United Nations, since the 1990s, to "integrate" social and economic issues and programmes. As a consequence, the concept of "social cooperation" has lost part of its original meaning. In a schematic manner, social cooperation or international cooperation for social development in the United Nations can be summarized as follows:

(a) Intergovernmental discussions of social trends and policies, on the basis of surveys and reports prepared by the Secretariat, held in the Third Committee of the General Assembly, the Economic and Social Council and the Commission for Social Development;

(b) Comparable but sectoral discussions in more specialized bodies, such as the Population Commission, the Commission on the Status of Women, the Commission on Narcotic Drugs, the Commission on Crime Prevention and Criminal Justice and the UNCTAD Standing Committee on Poverty Alleviation; occasional debates on social aspects of development within the framework of the programmes of the regional commissions; and discussions leading to the negotiation of

relevant paragraphs in intergovernmental texts, such as the International Development Strategy for the Fourth United Nations Development Decade;

(c) Discussion and adoption in a special ministerial conference of the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (this is the most comprehensive text on social development endorsed by the United Nations since the Declaration on Social Progress and Development of 1969);

(d) Special events or years, such the International Year of the Family (1994), and decades, such as the United Nations Decade of Disabled Persons, and the International Decade for Natural Disaster Reduction;

(e) Technical assistance, including expert missions, workshops and projects: for social welfare and social integration, including activities relating to youth, ageing, the disabled and women; for institutional development, particularly at the local level for decentralized social welfare services, grass-roots organizations and other elements of civil society; for the formulation of social development policies, plans, programmes and projects; and for the development of income-generating projects, particularly in rural areas, with an emphasis on community participation and the learning process;

(f) Intervention by the United Nations system when man-made disasters create conditions of great disruption; the movement of some 50 million refugees and internally displaced persons eventually generates, beyond initial humanitarian interventions, the need for reintegration efforts. In these, the operational arms of the United Nations system, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF), and the United Nations Development Programme (UNDP) and the specialized agencies for the longer-term development dimension, can serve to assist countries in the process of assimilation and social adjustment.

202. In their specific social domains, the activities of the specialized agencies and of United Nations programmes are more comprehensive than those enumerated above for the United Nations. In particular, they include preparation and negotiation of international norms, regulations and legal instruments, most notably by the International Labour Organization (ILO) and the World Health Organization (WHO), and more intensive advisory missions and technical assistance activities carried out at the national level by the relevant agencies in such areas as education and culture, health, population, children, employment and working conditions, drug control, food security and human rights.

203. The scope and priorities for social cooperation through the United Nations system should be determined on the basis of a comprehensive assessment of social conditions and an analysis of the anticipated needs for social cooperation pertaining to the three core issues and their common elements.

204. A few preliminary remarks can be made:

(a) The United Nations, particularly the General Assembly, should keep and enhance its role as a forum for intergovernmental debates on social development

and social progress; the importance of a full political debate on questions such as the elimination of poverty or greater social integration is a basic point made in the draft Declaration and the draft Programme of Action; the terms of reference of the Second and Third Committees should be reviewed; the possibility of debating questions of economic and social development in the Second Committee and questions of human rights and humanitarian affairs in the Third Committee might be considered;

(b) A closer relationship could be established between the Security Council and the Economic and Social Council; Article 65 of the Charter states that "the Economic and Social Council may furnish information to the Security Council and shall assist the Security Council upon its request";

(c) The United Nations and other organizations of the system, including those at the regional level, should play a significant role in organizing debates and exchanges of experience on very concrete aspects of the elaboration and implementation of social policies and programmes;

(d) The critical role of institutional development and renewal in the functioning of societies and the implementation of policies in sectoral or overall social domains is also increasingly evident. The United Nations and the United Nations system have scope to increase their technical cooperation and assistance in this field;

(e) The mandates, agendas and modes of operation of the various organizations of the system with a direct or indirect relationship to social development - particularly the three core issues - should be part of the internal review already launched by a number of programmes and agencies. The respective roles of the Economic and Social Council and its functional commissions should also be reviewed. The aim would be to enhance the coordinating and policy-setting role of the Council while ensuring that its subsidiary bodies provide appropriate advice. The mandate of the Commission for Social Development should be reviewed in the light of the mandates of the long-standing commissions and committees, such as the Commission on the Status of Women and the Population Commission, as well as in the light of the mandate of the newly established Commission on Sustainable Development. Consideration needs to be given to ways of expanding the role of the institutions of civil society in the deliberations of the Commission on Social Development;

(f) The governing bodies of specialized agencies and programmes could be invited by the Social Summit and the General Assembly to consider ways and means of giving higher priority and visibility to social development objectives, policies and priorities as agreed upon in Copenhagen. Innovative approaches to coordination of the relevant activities of the United Nations, its programmes and the specialized agencies, such as the Country Strategy Note, which is intended to provide the framework for all operational interventions of the United Nations system, could be more specifically directed towards social objectives.

205. Although the precise monitoring of the recommendations to be adopted in Copenhagen should be, as noted above, undertaken at the national level, some overall monitoring of social development and social progress should be entrusted

to the United Nations and the United Nations system. A few points might be considered:

(a) Global monitoring by the General Assembly on the basis of an overall report of the Secretary-General, which would replace the current surveys and reports on economic and social trends and issues;

(b) Leaving unchanged the monitoring and reporting roles of the working groups on the Covenant on Economic, Social and Cultural Rights and the Covenant on Civil and Political Rights;

(c) Convening by the General Assembly, approximately every five years, a world conference on social development and social progress; such a conference would be held at the ministerial or summit level upon decision of the General Assembly.

206. UNDP could provide focal points in its country offices for follow-up to the World Summit for Social Development, which could assist Governments in their endeavours while also facilitating communication between the United Nations system and each country on Summit matters. UNDP also could assist Governments in organizing, at the country level, annual Summit follow-up meetings of the major actors, including representatives of government and key segments of civil society.

207. The organization and structure of the Secretariat of the United Nations, which has a central role as a forum for exchange of views and policy-making on matters of social development and social progress, should be modified and strengthened in the light of the decisions of the Social Summit. Currently, there are problems of overall capacity, coherence and visibility. The United Nations must provide the "social pillar" for international cooperation. A rearrangement of existing resources, structures and mandates should make this possible.

208. A possibility would be to have a number of programmes on issues stemming from the Social Summit. These programmes - on social integration, the reduction and elimination of poverty, and the relationship between the globalization of the economy and employment - would aim at mobilizing the relevant activities of the Secretariat around precise themes and objectives within a time-frame. They would be identified in the programme budget and the medium-term plan of the United Nations and could become the subject of specific inter-agency arrangements for cooperation and coordination. Programme links would have to be established at the national and, increasingly, subnational levels so as to effectively utilize the field presence and ensure the necessary coherence and follow-up by the relevant United Nations programmes and specialized agencies.

## E. Mobilizing resources for social development

209. Social development requires first the mobilization of all available human and physical resources. The fact that poverty, and excessive inequalities, represent a waste of energy and unused human capacity has been emphasized in this draft Programme of Action. The reduction of poverty is an engine for

achieving economic goals. Also, education and health, in addition, to being facets of human progress, represent necessary investments for the realization of all the objectives pertaining to the prevention of poverty, access to employment and the enhancement of social integration. A good network of institutions, laws and regulations, and their functioning according to democratically accepted and enforced "rules of the game", as well as codes of ethical conduct, constitute a most valuable and necessary resource for social development. And, ultimately, the behaviour of individuals as members of a community and citizens of a nation, is the decisive resource for social progress.

210. The question of the financial resources needed for the implementation of this draft Programme of Action should be approached first from the national perspective of Governments. Some remarks are in order:

(a) The issues of poverty, unemployment and underemployment, and social integration, are not "sectors" of governmental action and do not necessarily fall under the responsibility of particular departments and ministries. Rather, they are issues which are at the core of the development process and require very diversified policies, as well as the interplay of many actors. In that sense, financial resources for the achievement of the objectives of this draft Programme of Action cannot be separated from, and must be an integral part of, financial resources for overall development. Currently, in most developing nations, these resources are insufficient;

(b) In allocating public resources among the different domains and sectors of activity, Governments always face difficult choices. However, the literature on public expenditures provides sufficient guidance for making economically sound expenditure allocations in such areas as education, health, food production and food security, and the physical infrastructure of a country. What would seem to matter most in the political process of seeking the general interest through allocation of public resources is to have as much knowledge as possible of the effects on the living conditions of people of expenditure in a particular domain, including both short- and long-term benefits. Information, statistical data and analyses of the results of public programmes and projects and of their linkages are therefore important;

(c) There is a close correlation between the functioning of a Government and its administration, and its capacity to raise financial resources for development, both domestically and internationally. Credibility, transparency, overall accountability to the people, and the capacity to avoid corruption and to limit the extent of wasteful expenditure are critical elements for the efficiency of the taxation system, as well as for the mobilization of external resources.

211. Both UNICEF and UNDP have been advocating the concept of "20/20", which calls on developing country Governments to devote a minimum of 20 per cent of their domestic budgetary expenditure to human development priorities and, similarly, encourages donor countries to allocate a minimum of 20 per cent of their development assistance to the same priorities.

212. In the Human Development Report, 1994, a proposal is made for a "20/20 Human Development Compact" to implement targets for essential human development

over a 10-year development period (1995-2005). Developing countries are invited to devote at least 20 per cent of their budget to "human priority concerns". These will be universal primary education, halving adult illiteracy rates, primary health care for all, elimination of severe malnutrition, family-planning services for all willing couples, safe drinking water and sanitation for all, and credit for all. It is estimated in the report that the implementation of this 20 per cent target - seen as an average pattern - would yield approximately $88 billion a year. The other facet of the 20/20 Compact is the proposal that donor countries also devote 20 per cent of their aid budgets to the same "human priority goals". The estimate here is that donors allocate 16 per cent of aid to the social sector, but only seven per cent to "human priority concerns". A move to 20 per cent would, it is estimated, provide $12 billion a year, instead of the current $4 billion. Therefore, the 20/20 "Compact for Human Development" would be "based on a sharing of responsibilities" between developing countries and the donors. The report notes that no new money would be required because existing budget priorities would be restructured. Possible changes in the budget priorities of developing countries are suggested in the report: reduction of military spending, privatization of "loss-making public enterprises", and deletion of low priority development projects.

213. At the International Conference on Assistance to Africa's Children, sponsored by the Organization of African Unity (OAU) and held in Senegal from 25 to 27 November 1992, "20/20" was incorporated into the Consensus of Dakar. African countries committed themselves to increasing the share of public expenditure allocated to health, nutrition, education, water and sanitation, and family planning, while donor countries agreed to increase their support for those human development priorities in countries where national Governments had taken the lead.

214. The main rationale for assistance from the rich to the poor countries for promoting social development and social progress is to be found in the ethics of solidarity: mutual interest is a complementary rationale for international cooperation. The implementation of the Programme of Action could take into account the following orientations:

(a) Existing mechanisms in place for stock-of-debt operations should be applied in a timely and flexible manner with a view to reducing the debt of developing countries, especially in Africa and other least developed countries, to a sustainable level;

(b) The target for official development assistance (ODA), set at 0.7 per cent of the gross national product of industrialized countries, remains valid and should be implemented; the situation and needs of the least developed countries should become a matter of increasing priority;

(c) There is an urgent need to build a constituency at the world level for increased solidarity, including in financial terms, between affluent and poor countries. One of the main thrusts of the draft Declaration is to root such solidarity in ethical and spiritual grounds;

(d) All the questions which affect the current and future state of the world, and which are not specifically social, economic or political but have in

common the characteristic of being universal in their effects if not in their origins, must be addressed through, inter alia, appropriate financial mechanisms. Such issues are threats to the environment, the HIV/AIDS pandemic, drug trafficking, international crime and terrorism, as well as food production and food security in a world which will continue to experience rapid population growth for some decades. Among the modes of financing global action to address these global threats are the "peace dividend", additional aid, and taxes based on a variety of international transactions. The Human Development Report, 1994 includes a discussion of such possibilities;

(e) Within international and regional organizations, consideration should be given to a reallocation of resources around some priority objectives related to the implementation of the decisions to be taken in Copenhagen. The notion of programmes, as an alternative to the more administrative modes of organization mentioned above for the United Nations, would go in that direction.

215. With regard to the role of the private sector for the mobilization of resources for social development, the following points need to be made:

(a) The private enterprise sector is a major actor in that the essence of its function is to mobilize savings, seek out investment opportunities and create wealth through value added in "production". A sound enabling environment and the right incentives facilitate and encourage the performance of multiple roles by the private sector;

(b) The private sector is a major source of government revenue, at national and local levels, from which public sector programmes, including social programmes, are financed. Internationally, it provides various conduits for channelling resources to the places where they can be used efficiently. It can thus be a critical partner with Governments in realizing social objectives;

(c) The private sector, in particular major national and transnational corporations, can also be effective in mobilizing resources for the promotion of specific social objectives and in tackling a range of problems. One contribution of corporations is the way they treat employees and their dependants - by providing housing, health care, training, child care, social protection and other benefits. Another is in their outreach to the community. Corporations differ significantly within industries and within countries in their standards of provision for employees and social responsibility to the community. While such differences are typically the result of judgements based on commercial considerations, experience has demonstrated that a high degree of social responsibility has more often than not coincided with commercial success. All corporations should be encouraged by Governments to aspire to the "best practice" in their sector and locality, by the many means at their disposal;

(d) Major corporations are substantial financial contributors to voluntary efforts to meet many social needs. They are increasingly contributing also by encouraging employees to volunteer and by providing, free of charge, their organizational talents, technical skills and physical facilities for raising funds and delivering services. Governments at all levels should encourage and make use of these capacities.

216. Resources for development need to be mobilized also by combining the efforts of the public sector and of financial or capital markets, nationally and internationally.

217. At the national level, development banks and similar institutions that derive their capital base from the public sector or are in other ways underwritten by government, need the sustained support of national authorities.

218. At the regional level, such institutions as the regional development banks have the potential for mobilizing new resources by combining the funds subscribed by member Governments with their capacity to raise private capital in regional and global financial markets. These banks have also pioneered concessionary lending to promote social objectives. They deserve continued and enhanced support.

219. At the global level, the significant role played by the World Bank and its affiliates, needs to be recognized. The Bank is a major force for mobilizing resources from both public and private sources. The Bank has been increasing its support to national efforts to eradicate poverty and to meet national objectives in various social sectors by expanding both its lending and technical advice. The Bank's capacity should be strengthened to allow it to mobilize additional resources for lending for development and in support, particularly, of the objectives of the three core issues of the Summit.

220. The International Monetary Fund should continue to explore the most appropriate ways of assisting countries to ensure macroeconomic stability and catalysing foreign finance, which are both essential for long-term economic and social development, while giving specific attention in its operations to the social dimensions which should be integrated into macroeconomic programmes of adjustment.

Notes

1/ See document A/47/277-S/24111 of 17 June 1992.

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